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ABSTRACT

This booklet, the second in a series of four, was designed by the Task Force on Career Education as a handbook for state policy makers who are responsible for legislating the full implementation of career education. The content is presented in seven sections. The first on legislative leadership covers the goals and objectives of career education and the rationale for a comprehensive career education law. The next section briefly discusses career education terms and objectives and their implications for legislation. The third section covers administrative structures at the local level and includes the creation of planning districts, local needs assessment and planning activities, and five-year career education plans. In section four the focus is administrative structures at the state level, including public information and technical assistance, coordination with related programs, and the state career education plan. The fifth section on governance structures at the local level covers career education advisory councils, while the sixth on governance structures at the state level discusses the state career education advisory council, reporting, and council membership. The last section focuses on funding and programs. The appendixes include suggested provisions for a career education act, a conference report concerning the Career Education Incentive Act, and linkages between career education and related education programs. (EM)

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Legislating for Career Education:

A Handbook for State Policy Makers

Report No. 118

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Education Commission of the States
Denver, Colorado

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This report represents an effort to translate the views and objectives of the ECS Task Force on Career Education (see page iii for a list of members) into legal provisions that are both comprehensive in their scope and, at the same time, practical. Thus, the report is primarily a creation of the Task Force. It was prepared by Carol Andersen, Legislative Analyst for the ECS Career Education Project with the expert counsel of Professor William Beaney, of the College of Law of the University of Denver.

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Preface

Career education is relatively a new idea. Looking back over the history of education, the effort to relate classwork to adult roles and responsibilities is as old as formal learning itself — but "career education" is a product of our times and it is less than ten years old.[1]

In spite of a general weariness with educational innovations, educators have taken a close look at the newcomer, and so have political leaders. While many innovations are specialized and limited in their scope, career education is pervasive across the curriculum and at all levels of education. Career education offers a positive, constructive approach to educational change rather than an authoritarian or punitive one. Then too, the roots of career education go back into the history of American education, so that it is consistent with the past. Some innovative ideas, although attractive in many respects, do not fit well with established practices and the philosophy of education that undergirds them.

Because of these intrinsic qualities, career education has attracted many converts — not only among educators, but among parents, students and thoughtful members of the business, industry and labor communities. After the initial process of learning what career education is and how it relates to other education programs and activities and to community needs, many individuals have been intrigued with its rich potential and have committed themselves to working for its full implementation in the schools.

This growing interest and support has led to the establishment of a national Task Force on Career Education by the Education Commission of the States. Charged with the responsibility of studying career education and its many implications for our system of education, the Task Force has developed a number of recommendations.[2] Among

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[1] "Career education" is a concept and, as a new term, originated in 1971, the creation of former U.S. Commissioner of Education, Sidney Marland.

[2] The major recommendations of the task force are contained in several companion reports. One is concerned with the involvement of business, industry and labor in the setting of career education policy at the state level (ECS Report No. 117, *Collaboration in State Career Education Policy Development: The Role of Business, Industry and Labor*). The second is concerned with the development of career education legislation as presented in this report. A summary of existing career education legislation (ECS Report No. 119, *An Overview of State Career Education Laws*) is the third report in the series. The fourth, and last, report deals with the policies of many groups and organizations that have lent their formal support to career education (ECS Report No. 120, *Career Education: The Policies and Priorities of Businesses, Organizations and Agencies*).

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them are recommendations for career education legislation which form the basis for this report.

The Task Force, which is chaired by Governor George Busbee of Georgia, is composed of educators, political leaders and representatives of business, industry and labor. Each member is an advocate of career education, and each has his/her own perspective about implementing career education in ways that will benefit students, schools and communities. Their recommendations are designed to encourage the full implementation of career education and, also, to preserve and protect those characteristics of career education that make it a desirable agent of educational change.

In this publication, the Task Force has dealt with a wide variety of practical matters. Should career education legislation be enacted at all? How should it be paid for? How long should it take to achieve full implementation? How can ongoing efforts be built upon and encouraged? Given the wide variations among states, the Task Force has made no attempt to provide final answers to these questions, but they are dealt with so that readers may find the approach best suited to their states.

Finally, a strong effort has been made to develop legislative provisions that are unambiguous and as readable as possible. Individual provisions are described in terms that are intended to clarify them, to explain their significance and to provoke discussion. To the extent that this report leads to a thoughtful discussion of the goals and objectives of career education — and to appropriate ways of achieving those goals and objectives — it will have fulfilled its purpose.

Legislative Leadership: The Case for a Comprehensive Career Education Law

Probably the first question that comes to mind when confronted with a proposal for legislation, is "Why do we need legislation?" Laws are enacted, in most people's minds, to force them into behavior that they would not voluntarily adopt. There is a strong tendency to resist any encroachments by government on our freedom to solve problems in ways that are suited to our individual circumstances and needs. In education, new laws are often viewed as inimical to the local control of the schools and to the independence of educators to approach their responsibilities in a professional and responsive way.

All laws, however, are not designed to force a change in behavior — many are designed to provide needed support for activities that have already gained widespread acceptance. In most cases, when such laws are enacted, there are strings attached — but they are normally designed to prevent abuse and to protect tax dollars (i.e., the public interest), rather than to force a change in existing behavior.

Some laws are a mixture in that they require change while providing the support needed to make the required change less burdensome. These kinds of laws are referred to as "incentive legislation" and represent a form of legislative leadership rather than an exercise of legislative authority. Ideally, they are designed to nurture a variety of locally determined approaches to meeting the goals and objectives of the legislature which are stated in very general terms in the law.

The approach to legislation proposed by the task force is an incentive approach, designed to encourage the full implementation of career education within a five-year period. Before turning to it, however, two basic questions must be dealt with: (1) Why is career education needed? and (2) Why is career education legislation needed? If career education is worthwhile, why can't we just assume that schools will adopt it without legislation?

Career education is needed for a number of reasons. In order to understand why it is needed, however, one must first understand what it is. Briefly stated, career education is an approach to teaching that relates subject matter to the functioning of the adult world — a world that is, in turn, greatly structured by the functioning of our economy. It is an elusive concept, and it is one that has to be captured by individual classroom teachers and applied to their daily activities.

If, for example, a high school teacher is discussing Greek civilization, it is also possible for him or her to discuss the professional and amateur work of the archeologists, linguists, anthropologists, historical researchers, etc., who have made knowledge available to us on Greek and other ancient civilizations. He or she might discuss the authors who have earned their livings by writing both scholarly and popular works on Greece — or his/her own background as a teacher of courses on Greek civilization. He or she could also point out that Greek philosophers paved the way for many branches of knowledge and that many of our scientists, mathematicians, government leaders, etc., study Greek thought and culture in order to strengthen their own day-to-day work.

The classroom teacher who wishes to enhance the relevance of a given subject by illustrating its uses in modern society is limited only by his/her own knowledge of those uses. After the decision is made to infuse career education into the teaching/learning process, it is a matter of identifying increasing numbers of careers that are dependent on, or related to, the subject matter being taught.

The ability to adapt to change, to reason, to be efficient in the use of resources, to be socially conscious — are among the many fundamental thought processes that an individual must fully develop if he or she is to function effectively in the adult world. The teaching of math, for example, involves more than the teaching of how to do increasingly complex calculations — it also involves teaching students to approach problems in a logical way. Career education is not limited to acquainting students with specific career opportunities. It also includes helping students to develop the capabilities they need to participate actively and successfully in a rapidly changing world as individuals and as members of families, neighborhoods and of society in general.

Career education also has a role to play in specialized education programs. There has been a proliferation of programs for children with "special needs" (i.e., handicapped, disadvantaged, non-English speaking, etc.) all designed to put these children on a more equal footing with children who have no disabling conditions to overcome. These children are particularly in need of information on the wide variety of career options and life-styles that are open to them. The effect of stereotyping on special needs children is one of the major challenges confronting education today — and career education can be highly effective in overcoming it.

Similarly, it has been widely recognized that career education can help overcome the effects of sex stereotyping, by helping students identify nontraditional careers and life-styles for both men and women. In a period characterized by large increases of women in the labor force, many of whom are providing essential financial support for their families, career education has a vital role to play. Women are frequently unaware of the career opportunities available to them and are often unprepared, educationally, to assume positions that command higher salaries. Well designed career education programs can help girls and young women fulfill their own potential in the labor market by acquainting them with different career opportunities and by helping them obtain the education and training that will qualify them to pursue their career interests.

The basic purpose of career education, however, is to help *all* young people make the transition from students in the structured classroom setting to independent, productive adults able to function in the wider community setting in which they live. As an education program, it is a component of all classroom activity and it has a number of vital functions to fulfill.

It hardly needs to be pointed out, for example, that career education can be a powerful tool in the teaching of "basic skills." To acquaint children and young adults with the many career options that exist in today's society is a means of expanding their horizons about the kinds of things they may some day want to do while, at the same time, providing an incentive to master the communication and computation skills that are prerequisite to continued learning and to the vast majority of occupational opportunities in our society.

Another function is the bringing together of educators and community members to discuss, in realistic terms, the futures of the generation of students currently attending school. In past generations it may have been a relatively easy task to explain why students needed to acquire some specific bit of knowledge — today, teachers need help.

It is no longer enough to say, for example, "You need to be able to multiply because you can't figure out how much the sales tax is." Most fourth graders will whip out their pocket calculators and multiply complex numbers with no effort at all. But there are a variety of individuals in every community who do need to know how to multiply and, more important, need to use other skills that are dependent on knowing the fundamentals of mathematics (perhaps in order to make pocket calculators). These people have important perspectives to share with young people who are just beginning to master a rather considerable body of information. Locating them and involving them in the educational process is one of the benefits of implementing career education.

In other words, because the objectives of career education are broad ones, a variety of resources are needed to achieve them. All teachers have a role to play — not just counselors or vocational educators. Representatives of business, industry and labor must contribute their perspectives and special knowledge if students are to gain an accurate understanding of the world that awaits them. School administrators must facilitate field trips to work sites, visits from community members and other activities designed to help teachers and students achieve a realistic picture of the many options that are available. In short, career education is a broad-based community effort rather than a narrowly defined education program.

Why do we need it? That, in part, depends on what the role of education is presumed to be. Historically, education in America has been seen as necessary to a participatory democracy. To prepare students to realize their full potential as individuals and to participate actively in our society — as parents, workers, consumers, voters and taxpayers — is one of our most cherished educational goals. Because of very rapid social, technological and economic change, it has been a major challenge as well. Career education is a way of meeting that challenge, one that is responsive to current social and economic conditions, but that can also be shaped to meet emerging conditions.

If career education is needed, because it provides us with a way of responding to a major educational challenge, why is legislative leadership needed? Can't teachers and schools be expected to adopt it without legislation? The answer is both yes and no.

Career education has met with broad support across the country at both the state and local levels. School districts have established very substantial career education initiatives that include advisory councils (composed of representatives of business, industry, labor, parents, students, educators, etc.), materials development, inservice training for teachers and administrators, conferences, public information campaigns — a whole host of activities designed to orient schools around the career education concept. Governors, state boards of education, superintendents and departments of education have, in many states, launched intensive campaigns to implement career education on a statewide basis. There is no reason to think that these efforts will not be continued and expanded whether career education legislation is enacted or not.

On the other hand, there are several factors that argue for the enactment of comprehensive career education legislation. The first has to do with time, or perhaps more accurately, with timing. Given the broad support for the concept of career education, it can reasonably be expected to spread gradually across the nation, receiving greater attention in some areas than others. This gradual process can, of course, be greatly speeded if there is strong leadership from the legislature and if there is funding available to provide an incentive for career education planning, materials development, inservice training programs, etc.

With the recent enactment of the Career Education Incentive Act (PL 95-207), federal funding will be available for a five-year period (fiscal 1979-83).[3] These funds, appropriated at a level of $32.5 million for fiscal 1979, combined with leadership at the state level, can help provide for career education implementation that is responsive to planning activities at both the state and local levels. (For a copy of PL 95-207 and the conference report, see Appendix B.)

The federal government has been an important catalyst for career education, in both the executive and legislative branches. As was noted earlier, the career education concept originated with then-Commission of Education Sidney P. Marland Jr., in 1971 and received his and his successor's full support (Commissioner Terrell Bell). Currently, the Office of Career Education, USOE, directed by Kenneth Hoyt, provides strong leadership and support for career education.

In Congress, with the enactment of the Special Projects Act in 1974, career education became one of several programs to receive Congressional support (approximately $10 million annually). Late in 1977, Congress escalated its support of career education by enacting PL 95-207 which is designed to provide funds needed to offset part of the costs of implementing career education nationwide. Under earlier legislation, funding had been provided primarily for demonstration purposes and, due to the very widespread acceptance of and support for career education, Congress acted to support its broad implementation.

PL 95-207 is designed to encourage state and local planning efforts and the funds available under it can be used for the activities set forth in the legislation recommended here. First-year funds should be available in the spring of 1979 and proposed regulations are not expected to go beyond the language of the law to any appreciable extent. Thus, states could expect to apply for funds under the Act if they meet the requirements of the law as it appears in Appendix B.

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[3] The $32.5 million figure includes approximately $8.7 million for postsecondary programs, leaving approximately $23.8 million for elementary/secondary programs. Elementary/secondary funds are to be distributed to school districts by the state education agency (see page 6 of Appendix B).

It should be noted, however, that application for funds involves a commitment at the state level to the continuation of the career education effort. Although federal funds may be used to fully fund career education implementation efforts during the first two years the state participates in the program, in the third year, federal funds can be applied to only 75 percent of costs, in the fourth year to only 50 percent and, in the fifth year, to only 25 percent. Thereafter, the state must provide for all of the costs. In addition, state funding may not decline during the five-year period, although the costs of career education are expected to decline after original start-up costs are met and as career education becomes, increasingly, a component of the general educational program.

There are a number of factors that should be considered by the legislature in determining the total amount of funding needed and PL 95-207, like most federal education legislation, is not responsive to variations between states or to the changing conditions within states, over time, that should be considered in determining funding levels for a given program. In spite of its shortcomings, however, PL 95-207 can help offset some of the costs of implementation. Assuming that the legislature is committed to career education as a valid and needed educational change, federal funds are certainly a factor that should be considered in determining whether or not to enact career education legislation.

Second, career education can be strengthened by the legislature by relating it to other ongoing programs and efforts (such as vocational education, vocational rehabilitation, guidance and counseling, etc.) and by providing for linkages between elementary/secondary and postsecondary career education efforts. In other words, the legislature can provide for linkages that will focus available resources around a set of common objectives related to those of career education.

Third, comprehensive legislation can provide for the addition of a career education component in a variety of programs, such as bilingual education, special education, compensatory education, etc., and, in so doing, can strengthen those programs. By providing that career education concepts be included in classroom activities that are designed for special needs children, the legislature can further ongoing efforts to meet these children's basic educational needs.

Finally, the legislature can develop career education legislation that is conducive to the achievement of educational change and reform at the local level by encouraging sound planning and community involvement in the educational process. It is not uncommon to find career education tied to legislation or state board actions concerned with strengthening the basic skills, or with school improvement, or minimal competency testing — all approaches to changing existing educational practices.[4] In other words, career education can be used as a means of furthering a number of broad educational goals.

The various legislative provisions suggested here provide both structures and incentives to encourage good planning practices and community involvement in the educational process, around the concept of career education. They also include provisions designed to encourage coordinated, comprehensive planning at the state level based on the collaborative efforts of business, industry, labor and education. The provisions are also consistent with the requirements of the Career Education Incentive Act and go beyond the provisions of the Act.

The approach proposed here, like that in most laws thus far enacted by the states, is "permissive" rather than "mandatory," and provides for incentives to encourage the adoption of career education by school districts. The prevailing preference for permissive legislation is not difficult to understand since it encourages the local initiative that must be exercised if realistic planning activities are to be developed and if active community involvement is to take place.

While permissive legislation will speed the implementation process, it is not likely to lead to as rapid implementation as mandatory legislation will, and it will not guarantee full (statewide) implementation. Actual costs, while likely to be lower initially, are also less predictable. If the objectives of timely, efficient statewide implementation of career education outweigh those of encouraging local initiative to the maximum extent possible, mandatory legislation may be the more appropriate approach. The approach proposed here can easily be revised to provide a mandatory approach if that is preferred.

These legislative provisions, as noted earlier, represent the findings and recommendations of the ECS Task Force on Career Education. It is not "the answer" to every problem and, certainly, to the unique set of problems that exist in any state at a given time. This handbook should be viewed as a guide for discussion, or a checklist against which a specific legislative proposal can be reviewed, rather than a "model" bill to be adopted in its totality.

In fact, it is important to recognize the advantage of adopting, initially, a relatively limited, flexible law that can be revised and expanded in accordance with the knowledge gained as implementation efforts take place. Thus, although the provisions included here, taken together, constitute a comprehensive career education law (see Appendix A) it could not be expected to meet the needs of any given state. In some states, for example, some of the provisions included here might well be left to the discretion of the state education agency rather than provided for in the legislation. Many provisions might need to be modified or excluded because of progress that has already been made in the state toward implementing career education.

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[4] For a detailed description of state board of education action in career education, see *Career Education: A Compilation of State Boards of Education Policies, Rules, Regulations, and Statutes* (Washington D.C.: National Association of State Boards of Education, Inc., 1978). For a summary of existing state legislation, see ECS Report No. 119, *An Overview of State Career Education Laws*.

The Education Commission of the States, through the staff of the Career Education Project, is prepared to offer assistance to states in developing legislation suited to their circumstances and needs. Members of the Task Force are also a source of information, consultation and assistance. For further information on the kinds of assistance available from the project and Task Force, contact Carol Andersen, Legislative Analyst, Career Education Project, Education Commission of the States.

* * *

Summary

Before proceeding it may be helpful to recapitulate the goals and objectives of career education, and the rationale for career education legislation:

- Career education is a concept that provides that the subject matter taught in the classroom should be related to adult roles and responsibilities.

- Career education is the responsibility of teachers, administrators and communities; it is not confined to some limited group of "career educators."

- Legislative leadership is needed because it will help to speed the implementation of career education at a time when federal dollars are available for that purpose.

- Legislation can encourage sound education planning and community involvement around the implementation of career education.

- Comprehensive career education legislation is needed because it provides for linkages between career education and other ongoing efforts, at the elementary, secondary and postsecondary levels, that have related goals and objectives.

- Comprehensive legislation can also provide for linkages to encourage the adoption of career education concepts in programs and activities designed for special needs children (i.e., handicapped, disadvantaged, non-English speaking, etc.) and can be instrumental in reducing the impact of stereotyping — by sex, race, age, ethnic background, income or handicapping condition.

Preliminary Considerations

In the preceding chapter, the terms "comprehensive" and "coordinated" were used, but no specific definitions were provided to indicate what the implications of these terms are in the development of legislation. Similarly, "sound local planning" and "community involvement" were stated as objectives rather than as legal provisions capable of implementation. Before turning to the legislation, then, a brief discussion of these terms and objectives and their implications for legislation is in order.

"Comprehensive" legislation is legislation that establishes a new program or service *and* provides for linkages between it and already existing programs that are related to it. In the case of career education, related services and programs are those that are also concerned with helping students make the transition from school to the larger community setting — for example, vocational education, family life education, consumer education, counseling, etc.[5]

When the coordinative element is added, the legislature normally establishes some sort of mechanism to assure that related programs are mutually supportive and nonduplicating and that, taken together, they provide a range of services and programs designed to meet the basic needs of the state's population in some area of concern.

In other words, comprehensive, coordinated legislation establishes more than a new program — it also establishes *linkages* between it and other related programs and it provides *a mechanism* that serves to coordinate the activities of those programs with the one that is being established.

"Sound local planning" normally involves a number of steps that can be provided for in legislation. They include: an assessment of need within communities for a given program or service; a plan for meeting the identified needs; and a means of determining how well the identified needs are being met as the plan is being implemented (so that the plan can be adjusted if necessary during the implementation process).

Finally, "community involvement" is provided for in a number of ways. In many new programs, advisory councils, composed of a variety of individuals within the community, are formed to guide the planning activities described above. Large numbers of individuals can also be involved in a new program as volunteers and, in many cases, extensive public information campaigns have been undertaken to encourage participation in a newly established program.

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[5] For a fuller discussion of these types of linkages, see Appendix C.

In the provisions that follow, these implementation strategies have been included as potentially effective ways of achieving the basic objectives of career education. They are divided into administrative provisions, at both the state and local level, and governance provisions — again, at both the state and local level. The former are concerned with the day-to-day activities that must be accomplished if a career education plan is to be developed and implemented. The latter are concerned with the policy considerations that guide these activities, so that planning is responsive to the needs of communities and the state. The last chapter is concerned with provisions for program funding and implementation.

Before turning to these provisions, however, it is appropriate to provide both a definition of career education and a statement of "legislative intent" or "legislative purpose." Because career education is frequently confused with other educational programs, and because the goals of career education are broad ones, both a definition and a statement of intent are particularly helpful kinds of legislative provisions.

A number of legislatures have dealt with defining career education, many of them providing detailed explanations of the goals and objectives of career education. A common theme of these definitions, and perhaps the single most distinguishing characteristic of career education, is its goal of expanding students' perceptions of their own career options and preparing them to make wise selections from among those options — as opposed to guiding them into a career that, for a variety of reasons, seems to be suitable for them. Because of this emphasis on the development of the individual, the following definition is recommended:

> Sec. 1. *Definition*. Career education is an instructional strategy that prepares a student to develop more effectively his or her personal interests, to select and engage in a useful occupation or profession, and to become an active and productive participant in society. As an instructional strategy, career education is a component of all classroom instruction at all levels of education.

Similarly, legislatures across the country have provided a variety of statements of intent, or purpose, with respect to career education. Typically, they are concerned with bringing about desired changes in the educational process and are directed toward schools and communities — towards the individuals who are charged with implementing the career education concept. The following language represents a distillation of these statements:

Sec. 2. *Legislative purpose*. It is the purpose of the legislature to encourage and assist schools and communities in redesigning the educational process so that career education, as an instructional strategy, becomes infused into the general curriculum at all levels of education.

* * *

These "preliminary considerations" have been provided to help bridge the gap between the general information provided in the first chapter and the individual legislative provisions that will be described in the next few chapters — and to suggest wording for two different kinds of legislative provisions (a definition of career education and a statement of legislative intent).

In the next chapter, the focus shifts to the schools/communities in which career education is expected to become an active concern, if it is not already. The provisions that are included are designed to encourage communities to review: (1) the need for career education; (2) the objectives, resources and operation of related programs and services that are currently in existence and, based on that review, to; (3) develop a plan for career education. Some of them are discussed in the following pages.

The wide variations in communities, and in the schools that serve them, argue for flexibility. For example, there is always a need for career education in that there is always a need to help students move as easily as possible into adult roles and responsibilities when they exit from the classroom setting. However, in areas characterized by high rates of unemployment, particularly among young, inexperienced workers, the need becomes more pronounced. A general decline in test results or an increase in the number of school dropouts may also affect individual perceptions of the need for career education. It should also be emphasized, however, that the aspirations parents typically hold for the future well-being of their children is also a major motivation for initiating career education programs.

Communities identify needs, and ways of meeting needs, in a variety of ways — depending on their economic circumstances, population mix, urban/suburban/rural composition, etc., and on past efforts — successful and unsuccessful — to help young people establish themselves within the community.

Administrative Structures: The Local Level

There are a variety of factors that influence communities, through their local board of education, to change their educational practices and procedures and to adopt an innovation that seems likely to address their most immediate concerns. An increase in school drop-outs may prompt fears that the educational program is no longer relevant to young people. High rates of youth unemployment or a decline in achievement in the "basic skills" may fuel existing concern that the schools are not adequately preparing young people for the world of work. A taxpayer revolt may lead to a determination to provide "more education for the dollar."

Although these particular factors often, when present, lead to the establishment of career education programs, they do not in themselves account for the widespread support for career education that has come into existence since its introduction in 1971. Career education is frequently adopted as a means of strengthening the capacity of the education system to meet its most fundamental historic objectives rather than as a means of combatting education or social problems. Regardless of the underlying motivation, however, career education is viewed by its supporters as an agent of educational change or reform.

The Creation of Planning Districts

In order to bring about significant kinds of change a plan of action is necessary — particularly if the change is to be a long-lasting one. Career education, if it is to meet the many needs that communities have, must be carefully planned and, to the largest extent possible, a wide variety of community resources should be available for plan implementation. That is, two or more school districts may wish to jointly develop a plan for career education in order to assure that a broad range of community resources will be available to the students in their individual districts. In order to allow for joint planning for career education, the establishment of "planning districts" may be appropriate.[6]

The creation of planning districts can be accomplished in a variety of ways. In some states, educational planning districts are established and are served by BOCES (Boards of Cooperative Educational Services), or centers that provide a variety of services and different kinds of assistance to local education agencies.[7] In other states, such as Kansas, agreements have sprung up between some local education agencies with respect to implementing career education. In Michigan, as noted earlier, mandatory career education legislation was enacted in 1974 and planning districts were determined by the state board of education.

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[6] The State of Michigan has provided for planning districts for career education on a mandatory basis. A copy of the Michigan legislation is included in the companion publication to this report, (ECS Report No. 119, *An Overview of State Career Education Laws*) and it provides an alternative approach to the establishment of planning districts that the reader may wish to review — particularly if mandatory legislation is preferred.

Each state, then, can be expected to have existing structures and procedures that should be taken into consideration when determining the need for career education planning districts and, if needed, the number of such districts and their boundaries. Then too, the nature of career education suggests that some of the criteria for establishing planning district boundaries should include the economic and labor market characteristics of different areas within the state.

Since the approach taken here is permissive, it is appropriate for local education agencies to determine if they prefer to act singly or with others in formulating a career education plan. Guidelines are suggested, however, because they provide assistance to local education agencies and also provide criteria for grant eligibility. Guidelines, in other words, are included to provide for the formulation of planning districts that show promise of developing a career education plan in an efficient and effective manner.

The drawing up of guidelines is assigned in the following legislative provision to a state office of career education, which is formally established in a later provision of the legislation to administer its provisions (see page 20). In some states other agencies, such as the state board of education, might be the more appropriate body to assign responsibility for many of the functions set forth in the act, including the development of guidelines.

Under the following provision, each planning district that receives funds is to employ a career education coordinator to assume responsibility for needs assessment, planning and implementation activities (as set forth in the next section).

The following language suggests one approach for providing for the establishment and functioning of career education planning districts:

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[7] The general term "local education agency" is used throughout this report to refer to the agency at the school district level that has been legally designated to provide for the governance and administration of the public elementary and secondary schools (normally, the local board of education). In some states, some state-funded postsecondary institutions may also be included.

> Sec. 3. *Creation of career education planning districts.* Any local education agency wishing to apply for funding under this act shall, either singly or in cooperation with other local education agencies, form a career education planning district. The office of career education, established pursuant to the provisions of Sec. 5 of this act, shall develop guidelines for local education agencies that wish to form career education planning districts in cooperation with other local agencies. To be eligible for funding under Sec. 8 of this act, planning districts shall meet the following requirements:
>
> (1) a career education coordinator shall be employed who will be responsible for conducting needs assessment activity and for the development and implementation of a career education plan in accordance with the requirements of Sec. 4(a) and Sec. 4(c) of this act, and
>
> (2) the career education coordinator shall conduct needs assessment, planning and implementation activities in accordance with the recommendations of the career education advisory council established pursuant to the provisions of Sec. 6 of this act.

Local Needs Assessment and Planning Activities

The next step is to develop a plan. In general terms, educational planning involves several distinct operations. Normally, the first step is to conduct a "needs assessment," which may include one or more of the following dimensions:

- Statistical, or quantitative data related to the need for career education (for example, youth unemployment rates, scores on objective referenced tests designed to assess students' knowledge, skills and attitudes about occupations[*], etc.)
- Survey and other data designed to identify the views of parents, students, employers and other members of the community concerning the need for career education.
- A "program inventory" consisting of a description of the major ongoing efforts, both public and private, designed to meet the same objectives — or similar or related objectives — as those of career education.
- A "resource inventory" that is a description of federal, state and local resources, and private sector resources, that are available for career education.

A comprehensive needs assessment (which includes all of these components) provides a variety of information on community needs, ongoing efforts and existing and potential resources for an increased level of career education activity.[9] Such information should be periodically updated to assist planners in determining which needs are being met and which are not. Further, changes of attitudes and opinions within the community can be recorded which, along with updated program/resource inventories, can be a valuable tool for revising planning activities in accordance with changing conditions.

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[*] The National Assessment of Education Progress, the largest project within the Education Commission of the States, has developed and administered objective referenced tests to measure the knowledge, attitudes and skills of American students in careers and occupational development. A second assessment is scheduled and the objectives for it have been developed (see *Career and Occupational Objectives: Second Assessment* Denver, Colo. National Assessment of Educational Progress, 1977).

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Legislative language dealing with local planning and needs assessment can be stated as follows:

> Sec. 4(a). *Development of information on the need for career education by planning districts.* In order to be eligible for funds under the provisions of Sec. 8 of this act, planning districts shall develop a five-year career education plan based on information obtained by the planning district that indicates the need for new or increased career education efforts, at all levels of education, within the planning district.
>
> Such information shall include:
>
> (1) information on the existing need for career education as evidenced by test results, statistical data and other data, including data concerned with the employment and employability of young adults, age 16-19;
> (2) the views of parents, students, and other members of the community, including employers, on the need for career education;
> (3) an inventory of existing programs and activities, including post-secondary programs and activities, that have goals and objectives that are the same as or similar to those of career education; and
> (4) an inventory of available resources for career education activities including resources available from the federal government.
>
> Such information shall be obtained in accordance with guidelines to be developed by the office of career education and shall be collected annually by the planning district. In order to remain eligible for funding under this act, planning districts shall revise the five-year career education plan not less than once each year in accordance with the information obtained.

Career Education Resource Centers

Maintaining information of this kind can require large expenditures of time and effort. In some states, some economies of scale may be gained by collecting data on a regional basis.[10] It may therefore be appropriate to provide that needs assessment data be maintained and updated by career education resource centers established on a regional basis to serve one or more planning districts. Resource centers can also, of course, house the wide variety of materials that have been developed across the nation to assist with the implementation of career education. Existing structures, such as BOCES, may be appropriate sites for the location of the resource centers.

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[9] In the first chapter, mention was made of the efforts in many states and communities to implement the concept of career education. Many of these efforts have been highly successful, not only in terms of restructuring the educational process around the concept of career education, but in securing active community involvement as well. Where successful activities are ongoing, particularly those that have involved the business, industry and labor communities, a strong effort should be made to recognize and encourage them. The legislative provisions included here are designed to strengthen such efforts.

[10] In some states, however, the state education agency has strong, direct ties with local school districts and regional centers are either non-existent or limited in function. In such states, career education resource centers might be established at either the state or local level rather than at the regional level.

> Sec. 4(b). *Establishment of career education resource centers.* The office of career education shall establish Career Education Resource Centers to serve the planning districts receiving funds under this act and shall provide information to each Career Education Resource Center that is appropriate to the needs of planning districts in meeting the requirements of this act. The Career Education Resource Center shall provide assistance to planning districts in developing the information required under the provisions of this act. Planning districts shall provide the information obtained each year pursuant to the provisions of this act to the Career Education Resource Center serving them.

Five-Year Career Education Plans

After needs assessment information has been obtained, a career education plan can be developed. Planning activities, again, in very general terms, normally include:

- The determination of career education objectives — both long-term and short-term objectives.
- The determination of priorities among those objectives.
- The development of a plan of action for meeting objectives in accordance with established priorities.
- The development of evaluation procedures designed to assist planners in revising the plan if objectives are not being met within designated time periods, and in accordance with incoming needs assessment information.

These fundamental principles of good planning practices are not, of course, unique to career education. Although they are stated here very briefly, they are, individually and collectively, difficult to accomplish. The development of needs assessment information is designed to facilitate the planning effort, but it is reasonable to assume that initial plans will have to be refined over a period of several years as needs assessment information and planning techniques become more sophisticated and as initial evaluation results become available.

In terms of legislation, the components of the planning process outlined above are stated in general terms as requirements that must be met in order to receive funds under the act — however, discretion is left to the administering agency (the office of career education) to draw up guidelines that can reasonably be met by planning districts within the state. Later provisions in the legislation, related to the office of career education and local advisory councils, provide for assistance and for shared responsibility for individual planning efforts.

> Sec. 4(c). *Development of five-year career education plans.* The five-year plans developed by planning districts shall be developed in accordance with guidelines to be developed by the office of career education. Each plan shall include information on the utilization of existing resources in achieving the goals and objectives of the plan and shall include detailed descriptions of ongoing efforts within the planning district at all levels of education that have the same or similar objectives as the goals and objectives of career education. Each plan shall also include information on:
>
> (1) the relationships between the goals and objectives of the plan and the information obtained by the planning district pursuant to the requirements of Sec. 4(a) of this act;
> (2) an evaluation procedure for determining to what extent the goals and objectives of the plan have been achieved;
> (3) a procedure for coordinating the activities provided for in the career education plan with other ongoing programs and activities, including postsecondary programs and activities, with goals and objectives similar to or the same as the goals and objectives of career education; and
> (4) a procedure for reducing the impact of stereotyping that may limit the perceptions of individual students of the career options available to them, including women and other students who have special career education needs.

Summary

Planning for educational change is different in many important respects than planning for economic growth, or for increased productivity or efficiency in a business setting. Many highly sophisticated planning techniques cannot be used by educational planners unless they are adapted to reflect the goals and objectives of the education system.

If career education planning is to address such problems as youth unemployment, declining test scores, etc., and if it is to be responsive to the aspirations of parents and students as well as the concerns of taxpayers, planners will experience a major challenge in terms of following the general procedures that are associated with good planning practices.

Although the provisions in this chapter are designed to encourage good planning practices, they are also sufficiently flexible to allow planners to address the needs of the communities served by each planning district. Needs assessment information is to be developed, and planning activities are to take place, in accordance with locally determined goals and objectives. Resource centers are provided to lend support to these activities. In the next chapter, state activities are also directed toward encouraging and supporting the local decision-making process and, in a later chapter, advisory councils are provided for in order to strengthen planning efforts.

Administrative Structures: The State Level

Public Information and Technical Assistance

At the state level, planning is also a major concern but it takes a different form since the state plan is, in a sense, a composite of local planning activities based on locally identified needs. The state education agency, however, in addition to planning activities, has other important roles to play in encouraging the implementation of career education. The provision of information to the public and assistance to school districts are two of the major functions that can best be performed at the state level.

If there has been any one factor that has slowed the adoption of career education across the country, it has been the tendency to confuse it with other ongoing, well-established programs such as vocational education, counseling, etc. For many, it appears to be just one more layer — and, something for someone else, in vocational education or counseling, to do.

The fact that many classroom teachers and school administrators have no real understanding of what career education is means that the concept cannot be applied and the information and materials that have been developed elsewhere cannot be used. Certainly such persons cannot distinguish between career education as "just one more thing to do" and career education as a highly successful solution to a number of the major challenges that confront them as professional educators.

Community members must also understand the nature and the objectives of career education if it is to be successful. A field trip to a local industry has a very different impact when the persons acting as hosts are helping to acquaint students with the roles that individual employees are playing within the industrial setting, rather than concentrating solely on the transformation of raw materials into finished products.

The need to gain the understanding and cooperation of a significant amount of the adult population is one of the major challenges confronting career education, and it is one that can best be met by active leadership at the state level. Many state boards of education and state education agencies[11] across the country have recognized and responded to this challenge, either through conducting public information campaigns, statewide conferences, regional conferences — or any number of other approaches designed to acquaint individual citizens with the concept of career education and the need for their involvement in its implementation.

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[11] As with "local education agency," the term "state education agency" is a general term that refers to the agency that is legally constituted to administer education programs at the state level (i.e., the department of education, the department of public instruction, etc.).

A closely related activity has been the provision of technical assistance to schools and communities that have initiated career education activities. State education agencies, depending on the availability of resources, have provided funds and other forms of assistance to local education agencies for the development of career education plans and have also established career education resource centers to maintain information on a variety of human and physical resources that are available to assist with career education implementation activities.

This type of leadership and assistance at the state level is a necessary component of permissive legislation if implementation is to take place efficiently across the state within a reasonable period of time. The Legislative provision for these activities can be made as follows:

> Sec. 5. *Establishment of the office of career education.* There is established within the state education agency an office of career education to be directed by a director of career education. The duties and responsibilities of the director of career education are:
>
> Sec. 5(a). *The provision of information and assistance.* The director of career education shall, through conferences, written materials, public educational television, and such other means as may be available, provide for the dissemination to the general public of information on career education and on the provisions of this act in accordance with recommendations of the state career education advisory council established under the provisions of Sec. 7 of this act.
>
> Within days from the enactment of this act, the director of career education shall arrange for regional conferences throughout the state to provide information on the provisions of this act to local education agencies. Such information shall include guidelines to be developed by the office of career education, on:
>
> (1) the formation of career education planning districts;
> (2) the development of needs assessment information; and
> (3) the development by planning districts of five-year career education plans.
>
> The director of career education shall provide for the establishment of regional career education resource centers so that each planning district receiving funding pursuant to the provisions of Sec. 8 of this act will be served by a regional resource center. Regional resource centers shall:
>
> (1) obtain from the state director of career education, and make available to planning districts, information required by the provisions of Sec. 4(a) of this act, to the extent such information is available;
> (2) collect and maintain information obtained by planning districts to be submitted annually to the director of career education for inclusion in the state plan for career education;
> (3) provide assistance to local career education coordinators on the development of needs assessment information and on the development of a five-year plan for career education;
> (4) collect and maintain materials and information on career education for

the use of planning districts in developing and implementing five-year career education plans; and

(5) collect and maintain information on available resources for career education including resources designed to help reduce the effect of stereotyping by sex or as the result of special circumstances or conditions that have traditionally led to such stereotyping.

It has already been pointed out that many states have been active in career education and a number of states have established an agency or unit of government that is directly responsible for administering a career education program. The majority of states, primarily in response to federal funding requirements, have created the position of "state career education coordinator." Existing practices would therefore need to be considered in establishing an office of career education and in providing for a director of career education. The above wording is provided only for illustrative purposes.

Again, the decentralization of the technical assistance function through regional centers may not be appropriate for states that do not have a regionalized system. In such states, the functions of resource centers could, instead, be assigned to the director of career education.

Coordination With Related Programs

The second major responsibility of the office of career education is the coordination of career education with other related state programs and activities. Typically, after administrative structures have been established for a given program or activity, the program/activity tends to be operated independently, with no provision for coordinating it with other activities within the state education agency and, even less likely, with programs in other state agencies — even though they may have very similar objectives.

It is quite possible, for example, that the division of special education might establish a career education initiative for all handicapped children while, at the same time, the office of career education is placing a special emphasis on developing career education activities designed specifically to meet the needs of handicapped children. It is also possible that neither agency would be aware of the ongoing activity in the other agency, although they would have almost identical objectives.

It is, certainly, desirable that a variety of agencies be concerned with the career education needs of the individuals they serve since an office of career education cannot unilaterally implement a comprehensive career education effort in all program areas. The career education effort should, however, be jointly planned and coordinated at the state level, not only to avoid duplications of effort, but also to identify populations or program areas where no effort has yet been made to implement career education.

There are a number of individuals within state government who should also be included on such a committee because of the specialized functions they perform. In the provision that follows, only the "person(s) with primary responsibility for the implementation of sex equity legislation" is included, but there are many others who might be considered (for example, the director of women's programs within the state department of employment, or the person charged with implementing equal employment opportunity provisions).

It is also important that coordination exist between elementary/secondary career education efforts and efforts at the postsecondary level. There are two primary reasons for a coordinated effort. First, career education at the elementary/secondary level is concerned with career orientation, exploration and development — that is, primarily in preparation for entering the world of work. Many careers, of course, either require, or are enhanced by, university programs at both the undergraduate and graduate levels. Students should be assisted in orienting their postsecondary programs of work around their career interests by counselors, faculty members and administrators in postsecondary institutions.

Second, it is evident that the success of career education implementation is dependent on its adoption by classroom teachers. Although inservice training is an essential component of career education implementation, particularly in the early stages, long-term success is dependent on the professional training that teachers, counselors and administrators receive as a part of preservice professional training in the university setting.

These coordinative efforts, both with related elementary and secondary programs and activities and with postsecondary institutions, can be provided for through the establishment of an interagency committee on career education[12]:

> Sec. 5(b). *Coordination with related programs and activities.* There is hereby established an interagency committee on career education to consist of representatives of state departments and agencies that administer programs and activities with goals and objectives that are the same as or similar to the goals and objectives of career education. The members of the committee are to be appointed by the Governor in consultation with the Commissioner of Education, the Commissioner of Labor, the Commissioner of ______________, the Commissioner of ______________ *(directors of appropriate state departments and agencies)*. The person(s) within the state education agency with primary responsibility for the implementation of sex equity legislation shall serve as a member of the interagency committee.

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[12] In the language included in this provision, the term "state postsecondary agency" is used. It refers to the agency or board at the state level that is primarily responsible for statewide planning and/or coordination of postsecondary education within the state.

In addition, the executive officer of the state postsecondary agency shall nominate two persons to serve on the committee. One shall provide for coordination with career education implementation at the postsecondary level, the other shall provide for coordination with professional training programs for teachers and administrators. The executive officer of the state postsecondary agency shall:

(1) provide for the infusion of career education in postsecondary institutions; and
(2) shall provide for instruction in career education in the professional preparation of teachers, counselors and administrators in postsecondary institutions that offer such training.

The committee shall:

(1) assist the director of career education in the development of a comprehensive five-year state plan for career education; and
(2) provide to the director of career education available information that may facilitate the needs assessment and planning activities conducted by planning districts pursuant to Sec. 4(a) and Sec. 4(c) of this act. The director of career education shall provide such information to regional career education resource centers for the use of planning districts.

The State Career Education Plan

The primary purpose of state planning activity is both to strengthen and broaden the implementation of career education. By pulling together the needs assessment information developed by planning districts, the recommendations of the state advisory council on career education (to be established in the next chapter) and the information and assistance provided by the interagency committee, state planners can provide a blueprint for action at the state level that can lead to increasingly comprehensive implementation activities at the local level. Further, it can help provide the information and expertise needed to encourage school districts that have not begun to develop career education plans to do so.

State efforts can be oriented toward the full implementation of career education within the state, for example, by the end of the five-year period. By the end of five years, sufficient experience should have been obtained at both state and local levels in planning and implementation to pave the way for permanent, mandatory legislation, with funding for career education provided directly through the state aid formula if that is desired. In other words, the primary objective of state planning activity can simply be the implementation of career education as a permanent, or institutionalized, part of the general education program. The expectation that career education will be mandated by the legislature within a designated time period is, of course, a strong stimulus for local education agencies to participate in the program from the outset.

The following language provides for the development of a state plan with full implementation at the end of five years as an objective:

Sec. 5(c). *Development of a five-year state career education plan.* Based on the recommendations of the state advisory council on career education, established pursuant to the provisions of Sec. 7 of this act and the information provided by the interagency committee on career education, the director of career education shall develop a five-year state plan for career education.

The state plan shall include information on the utilization of existing resources throughout the state in achieving the goals and objectives of career education and shall include detailed descriptions of programs and activities within the state, at all levels of education, that have the same or similar goals and objectives as the goals and objectives of career education.

The state plan shall include:

(1) information on the relationship between the goals and objectives of the state plan and the needs assessment information developed by planning districts;
(2) a procedure for providing information to the general public on career education and on the provisions of this act;
(3) a procedure for providing information and assistance to local education agencies on career education and on the provisions of this act;
(4) a procedure for coordinating the activities provided for in the state career education plan with other programs and activities at all levels of education with goals and objectives similar to or the same as the goals and objectives of career education; and
(5) a procedure for evaluating annually the extent to which the goals and objectives of the state plan have been met.

The principle objective of the state plan shall be the full implementation within the state of career education by fiscal year (five years from enactment). Annual evaluation reports shall be prepared by the director of career education for submission to the state advisory council on career education, established under Sec. 7 of this act. Evaluation reports shall include information on the extent to which the objective of full implementation has been met.

* * *

Summary

In this chapter, a state office of career education has been provided for, headed by a director of career education and guided in its work by an advisory council. Within the structure of the interagency committee lies the technical and professional expertise needed to develop a coordinated comprehensive state career education plan.

Planning activities at the state level are, however, only one of three major responsibilities of the office. The information dissemination and technical assistance functions are designed to strengthen the career education effort through increasing the level of public involvement in implementation efforts and by assisting and strengthening the day-to-day activities of planning districts.

These activities are designed to facilitate the work of local career education coordinators who, thus far, have been assigned the primary responsibility for planning and implementation activities at the local level. In the next chapter, methods are discussed for providing for additional support through the establishment of career education advisory councils.

Governance Structures: The Local Level

The governance of American education has been entrusted to school boards, at both the state and local levels, and it involves a wide range of activities — from approving proposed budgets to providing the leadership necessary to bring about educational change (for example, the desegregation of the schools). School board members, in addition to being lay citizens themselves, are expected to be responsive to the views expressed by other lay citizens and, in so doing, to assure that schools respond to the needs of the community/state.

Career Education Advisory Councils

Increasingly, over the past few decades, advisory councils have been established to perform specialized types of governance functions in addition to those performed by school boards. Their proliferation is largely due to the requirements of numerous federal programs that have, as one of their objectives, encouraging community/parental involvement in the planning and implementation of the program being funded. States and localities, however, have also established a variety of councils, commissions, task forces, etc., to oversee the implementation of educational programs.

Although these advisory councils vary, depending on the nature of the program being implemented, their purpose is generally the same — to bring together a representative group of professional and lay citizens to advise program administrators on how implementation activities can be best conducted to meet the needs of the community/state in addition to meeting programmatic objectives. Typically, these bodies are advisory with little or no authority — but the recommendations of advisory councils often carry a great deal of weight with both administrators and political leaders.

In programs such as career education, where widespread community involvement is essential to success, advisory councils[13] also serve as "outreach" mechanisms for attracting the support and involvement of others. An active leader within the business community, for example, can bring about business support for and involvement in career education implementation activities through his/her ties with the business community. Such persons, then, from business, industry and labor, perform two functions by bringing both their own and their associates' contributions to bear on career education implementation.

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[13] The term "advisory council" is used throughout this report as a general term. The actual names of such councils can, of course, be quite varied and may be selected to reflect the names that are currently in use in some localities.

On the negative side, the tendency to establish advisory councils for each new program or initiative in education has created an uneasiness among those most able to contribute to them. There are any number of councils now in existence that are concerned with improving relationships between schools and the communities they serve. Community leaders are constantly being asked to serve on councils that appear to have very similar objectives.

There is no accurate way to determine how many councils are operating in a given locality, and certainly there is no way to determine which of them are effective and which are not. However, in a recent survey of state career education coordinators conducted by ECS[14], a number of respondents listed the proliferation of advisory councils as one of the major obstacles to involving business, industry and labor in the implementation of career education.

Although there is no perfect solution to this problem, the legislature can address it by providing for the establishment of career education advisory councils where they do not exist and by providing for the expansion and continuation of those that do exist — when they are functioning successfully. Specifically, the legislation included here provides for the establishment, by local education agencies, of advisory councils in each planning district but also provide that existing councils may, at the discretion of the local education agency, be expanded or changed to meet the requirements of the act.

> Sec. 6(a). *Establishment of local career education advisory councils.* The local education agency(ies) shall establish a career education advisory council for each planning district receiving funds under the provisions of Sec. 8 of this act. Any existing council that has as its primary purpose the furtherance of the objectives of career education may be designated as the career education advisory council provided that it meets the requirements of this section.

The authority of the council can vary considerably, from that of serving only in an advisory capacity to having a major responsibility for all planning and implementation activities. There are two difficulties in according a great deal of authority to an advisory council. One difficulty stems from the fact that it may be very difficult to achieve a consensus when the group is large and diversified. If disagreement is strong and the council has a great deal of authority, all activities may have to be suspended for lengthy periods of time. Second, the school board(s) in which governance responsibilities are formally vested must continue to have final authority with respect to educational programs — and a strong advisory council could create a stalemate with respect to the views of the members of the school board.

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[14] See ECS Report No. 117, *Collaboration in State Career Education Policy Development: The Role of Business, Industry and Labor.*

On the other hand, participation on an advisory council is a highly frustrating and futile exercise when its recommendations are ignored by those who are charged with implementation responsibility. The continued active involvement of community members is directly related to how effective they perceive their participation to be.

It has already been recommended that local career education coordinators be required to develop needs assessment activities and five-year plans in accordance with the recommendations of the advisory council. There is no requirement that council members must unanimously agree on recommendations and specific planning activities do not have to be determined by council members. In general terms, however, the collection of information on needs and the five-year plan must be responsive to the collective views of the advisory council.

These provisions can be carried forward in the legislation by a short section on the duties and responsibilities of the councils. The obligation of the career education coordinator to act on council recommendations has already been stated above (in Sec. 2).

> Sec. 6(b). *Duties and responsibilities of local career education advisory councils.* Career education councils shall formulate recommendations for the annual collection of needs assessment information and for the development and annual revision of the five-year career education plan as required by Sec. 4(a) and Sec. 4(c) of this act.

The last major concern is that of assuring that the council is representative of the planning district in terms of its population characteristics, and that it is properly divided between educators and community members (and, within those two categories, that individuals who have necessary or particularly helpful kinds of expertise to bring to the career education effort are included[15]). If more than one school district is included in a planning district, then each district should be represented on the council as well. Representation of postsecondary institutions within the planning districts is also recommended.

One means of providing for the representation of each school district is to require that each district have as many representatives on the council, in terms of percentages, as the percentage of the population of the school district compared to the population of the planning district as a whole. Although that approach has been adopted here, there are certainly many other options. For example, if there are three school districts in the planning district, each school board could select one-third of the members of the council. Also, if council membership does reflect the size of the district as suggested here, some kind of a minimum could be established, in terms of the number selected by each district, to protect extremely small districts that wish to create a planning district with a larger neighboring district (in other words, no participating school district appoints less than, say, three members to the advisory council).

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[15] It is particularly helpful to ask legislators to serve on career education advisory councils. Not only does their participation help to strengthen the work of the council, it also assures that members of the legislature are intimately acquainted with career education implementation efforts in the state.

A great deal depends on the characteristics of the planning district and on the size of the council, which can also be determined by the legislature. (In Michigan, for example, advisory councils cannot have more than 20 members.) Past working relationships between school districts in the state may also be a consideration. Legislative language should help to foster working relationships, and the following provision is certainly only one possibility:

> Sec. 6(c). *Appointment of council members*. In planning districts consisting of two or more local education agencies, each local education agency within the planning district shall appoint as many members to the council as the population of the local education agency bears to the population of the planning district as a whole, except that no local education agency shall appoint less than members to the council. In planning districts consisting of only one local education agency, all council members shall be appointed by the local education agency. Nominees for council membership shall be submitted by the superintendent of education in each local education agency within the planning district.

In terms of creating councils that are representative of the population of the planning district, again, the characteristics of the state are the determining factors of legislative language. Although professional expertise is both necessary and desirable — from both educators and the members of the business, industry and labor communities — someone, at council meetings, must speak to the needs of parents and students and to the various minority communities that live within the planning district. Although it is reasonable to assume that women will be included on the council, either as educators or parents, it is advisable to require their inclusion. The following language deals with these concerns but, again, should be modified to meet the needs and circumstances of states and communities:

> Members shall be selected in such a way as to assure that the council is representative of the racial and ethnic population of the local education agency and that parents and students are included as members of the council. At least one member shall be experienced in assisting girls and young women select and develop career interests, including non-traditional career interests, and shall be actively involved in education programs or activities designed to reduce the impact of sex stereotyping.

The last provision in this section of the act is concerned with the proportion of educators to community representatives on advisory councils. Educators will be able to bring to the council the realities of the classroom, an understanding of the limitations imposed by the educational system — many of which will limit, to some extent, the kinds of activities that may reasonably be included in the five-year plan — and an understanding of the educational requirements of special needs children. They may also bring a very high level of expertise in career education itself. Representatives of postsecondary institutions, in addition to bringing to the career education effort many of the human and physical resources of the campus, can also identify ways to carry forward the career education effort that develops at the elementary/secondary level into the university or community college setting.

Similarly, business, industry and labor leaders can bring to the council the realities of the business world and the larger community it functions within. They, too, will identify constraints and special problems, those that affect the business world and community, but can also bring to the council needed knowledge about the learning opportunities that exist within the community.

In order to preserve a balance between educators and community representatives, councils can be evenly divided between the two groups. However, if an upper limit is set on the membership of the council, in order to ensure that the council will be able to operate efficiently, it may be advisable to provide for a greater percentage of community representatives. This somewhat higher percentage may be needed to assure the representation of the major business, industry and labor interests in the community as well as an adequate representation of minority groups. Again, the characteristics of the state should determine the exact arrangement, but the language below does provide one approach.

> Sec. 6(d). *Council membership.* No council may consist of more than ____ members, of which not more than one third shall be educators. Among the educators serving on the council, at least ____ shall be representatives of postsecondary education and not less than ____ individuals shall be concerned with the special educational needs of handicapped, disadvantaged and non-English speaking children. At least two-thirds of the members of the council shall consist of individuals who are not educators, including not less than ____ individuals who are representatives of business and industry and not less than ____ individuals who are representatives of labor.

The following provision is by no means necessary. It deals with the actual functioning of the councils and it may well be that the legislature would prefer to leave these kinds of arrangements to the councils themselves or to make other kinds of arrangements. It is included only as an indication of the kinds of provisions that might be included.

Council members shall serve for three-year terms except that one-third of the members selected in the first year that the planning district receives funding under Sec. 8 of this act shall serve one-year terms and one-third shall serve two-year terms. Vacancies on the council shall be filled in accordance with the provisions of Sec. 6(c) of this act.

Councils shall meet not less than ____ times annually, and each council shall elect a chairperson to preside over council meetings. Chairpersons shall serve in that capacity for not more than ____ year(s).

Summary

As noted earlier, school boards are the governance structures of the American education system. The provisions in this chapter assume that school boards will act, either singly or in groups, to form planning districts and to establish advisory councils. Not only are there incentives in the legislation itself, there is already a great deal of activity now ongoing that, with some adjustment, could be strengthened by the legislation. In other words, it is reasonable to assume that school board members will be responsive to legislative leadership in the area of career education.

The legislation also assumes that advisory councils are needed to assure widespread public participation in the development of a comprehensive career education policy — that is, in formulating the recommendations that will constitute the basic framework for the identification of needs and for the development of a plan for career education. Although some caution must be used to avoid imposing new councils on school districts that have already established councils that are functioning successfully, the advantages of establishing advisory councils far outweigh the disadvantages.

In the next chapter, a state advisory council is established that serves somewhat different purposes and functions. It too is an adjunct to the traditional governance structure, i.e., the state board of education, in that it provides a forum for policy development based on the involvement of a representative group of individuals from the private sector. But the council's statewide leadership role, the emphasis on coordination and, in the area of planning, the emphasis on encouraging full implementation at the end of a five-year period, means that this group must pull together the efforts at the local level around a comprehensive, coordinated state plan for career education capable of meeting the goal of full implementation.

Governance Structures: The State Level

It has been pointed out earlier that a great deal of confusion exists around the concept of career education. The office of career education has been given a heavy responsibility to provide information and assistance, statewide, as a necessary step in bringing about full implementation. Leadership, however, requires more than the provision of information and assistance — no matter how well those are provided.

The State Career Education Advisory Council

An advisory council at the state level can be of great value in providing needed leadership for career education. Again, the establishment of a council will require an examination of existing practices since most states, due in part to federal funding requirements, have established such councils. These existing councils have gained experience in state planning for career education and, if existing momentum is to be maintained, should be preserved — although some changes in their structures or functioning may be desirable.

In creating new advisory councils, or revising existing councils, there are a number of factors that the legislature might wish to consider. For example, if recognized and respected leaders, from a variety of different occupations and professions, are willing to serve on the council, the leadership role of the council can be greatly strengthened. Attracting such persons is often, in turn, very dependent on their perception of how serious the effort is to the political and educational leaders of the state. The enactment of comprehensive career education legislation is, in itself, a motivating factor in terms of attracting the support and involvement of leaders within the state. The five-year time frame, the provision of funds, and the comprehensiveness of the legislation, are all significant indications of the seriousness of the effort to the legislature. A prospective council member will, however, also be concerned about the level of interest in the executive branch.

It is, therefore, often advisable to provide that the governor appoint the members of the advisory council and to provide that the council submit their findings and recommendations (i.e., the basis for the state career education plan) to the governor. In addition to strengthening the state's leadership role, the participation of the governor can also assure a more successful coordination effort through the work of the interagency committee established earlier. It is certainly possible, however, to assign to the chief state school officer or the state board of education those functions ascribed here to the governor — particularly if either, or both, have been active past leaders in the area of career education.

These kinds of provisions can be stated as follows:

> Sec. 7(a). *Establishment of the state career education advisory council.* The governor shall appoint a state career education advisory council to provide recommendations to the director of career education on:
>
> (1) the provision of information and assistance, pursuant to the provisions of Sec. 5(a) of this act and
> (2) the development of the five-year state career education plan, pursuant to the provisions of Sec. 5(c) of this act.

Again, the question of how much authority should be given to the council must be answered. A considerable grant of authority is embodied in the preceding provision, since it requires the director of career education to respond to the council's recommendations in two major areas. However, in keeping with the emphasis on attracting recognized and respected individuals within the state to serve on the council, it may be desirable to provide some additional kinds of authority to the council.

One way to do so is to involve the council in funding decisions. For example, the council can be actively involved in the development of guidelines for planning districts (for needs assessment and planning activity) and can be given responsibility for determining the eligibility of planning districts to receive funds under the act. The following provision assigns these responsibilities to the council:

> Sec. 7(b). *Duties and responsibilities.* The state advisory council shall provide recommendations for the development of guidelines by the office of career education for planning districts for the formulation of
>
> (1) needs assessment information, pursuant to the provisions of Sec. 4(a) of this act and
> (2) five-year career education plans, pursuant to the provisions of Sec. 4(c) of this act.
>
> The state advisory council shall review the applications of planning districts and shall determine the eligibility of planning districts to receive funds under Sec. 8 of this act. In determining eligibility, the council shall take into consideration the extent to which planning districts have developed applications that are consistent with the guidelines developed by the office of career education.

Reporting

It is assumed, too, that the council will play an advocacy role in career education. Council recommendations frequently take the form of requests for additional funds from the legislature for expanded activities and, similarly, they contain recommendations for the governor's consideration on changes and expanded efforts within the executive branch that would further career education implementation. These latter recommendations also have financial implications since they often affect the development of the budget for various agencies and departments. This advocacy role is implied in the following provision:

> The council shall submit an annual report to the governor, the chief state school officer and the legislature that includes a summary of the state plan for career education, as provided for in Sec. 5(c) of this act, and recommendations concerned with the full implementation of career education by fiscal ____ (five years from enactment).

Council Membership

Finally, a provision on the composition of the council membership is needed and provisions concerned with the functioning of the council may also be included.

The membership of the state advisory council may be significantly different from that of a council serving a planning district. Again, the leadership function and the visibility of the council at the state level argues for the appointment of individuals who represent basic economic interests within the state and who can also serve as "outreach" agents to secure the support and involvement of large numbers of persons, in a variety of occupational areas across the state. The phrasing of the legislation should provide some general indication of the groups that would be appropriate, but should also provide flexibility — since it is highly possible that many able and effective persons will not fall into the categories selected. The following language provides an example:

> Sec. 7(c). *Membership of the Council.* The council shall consist of not more than ____ members, including individuals who are representatives of the major business, industry and labor interests of the state, professional occupations, service and volunteer organizations, educators and others. At least two-thirds of the members of the council shall consist of individuals who are not educators. ____ members shall be members of the legislature and shall be nominated by the chairpersons of the education committees of the senate and the house of representatives. The remainder shall be nominated by the chief state school officer.[16]
>
> Not less than one member shall be experienced in the career development needs of women, including women entering non-traditional careers, and shall be actively involved in education programs or activities designed to reduce the impact of sex stereotyping. Members shall be selected in such a way as to assure that the council is representative of the racial and ethnic population of the state.

The last paragraph can provide for the functioning of the council in terms similar to those used earlier:

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[16] "Chief state school officer" is another general term referring to the executive with primary administrative responsibility for the state's system of education — i.e., the superintendent of public instruction, the commissioner of education, etc. Similarly, the "senate" and "house of representatives" are general terms as used here and would be replaced with the proper names as necessary. (It should be noted that, in some states, legislators are barred from serving on some types of advisory bodies. Such restrictions, if any, should be reviewed before providing for council membership.)

Council members shall serve for three-year terms except that one-third of the members appointed in the first year that appropriations are authorized for the purposes of this act shall serve one-year terms and one-third shall serve two-year terms. Unfilled positions shall be filled by the governor as vacancies occur.

The state advisory council shall meet not less than ___ times annually, and council members shall elect a chairperson to preside over council meetings. The chairperson shall serve in that capacity for not more than ___ year(s).

* * *

Summary

With the establishment of the state advisory council, the legislature will have provided for a state role in career education that has both leadership qualities and that provides support for planning and implementation efforts — which remain the responsibility of localities. The state advisory council provides both respected leadership for career education and a measure of accountability, since its members will be involved in determining the eligibility of planning districts to receive funds under the act. Finally, the involvement of the governor and the chief state school officer in establishing the council and reviewing its work and recommendations strengthens the capacity of the executive branch to respond to ongoing activities across the state.

Although little has been said about the role of the council in establishing policies that will affect the activities of the newly-established office of career education, it is apparent that the council is in a position to greatly influence those activities. The council is specifically responsible for advising the state director of career education on the provision of technical assistance and information across the state, and the approach to be taken must be fully described as a part of the state plan (Sec. 5(c)). The development of the state plan, too, is to be undertaken in accordance with the recommendations of the advisory council. Both functions will require the council to establish far-reaching long-term policies in career education.

These activities would be complementary to the activities of the interagency committee on career education. For example, the interagency committee would provide much of the information needed to assess the need — across the state and within individual planning districts — for career education. That information would be shaped by the office of career education and the state advisory council to provide the basis for a plan for the provision of information and technical assistance. Similarly, members of the interagency committee would be able to provide the information and technical assistance needed to tie career education efforts to other related programs and activities in the state. That knowledge and information can also be shaped by the advisory council and the office of career education into a comprehensive state plan for career education.

In short, the advisory council should be viewed as a major component within the overall state effort to provide support, assistance and leadership for career education. The other two major components, the office of career education and the interagency committee, each have separate responsibilities, but it is the successful articulation and interaction of these three groups that is needed to assure a successful effort at the state level.

Funding and Programs

Having developed a very considerable structure, the next and last step is that of setting it into motion. Funding provisions in incentive legislation provide a whole host of opportunities for the legislature — creating some major questions about what funding combination will be most effective.

The first step is to determine how much should be spent, specifically, for the first year or two of the program and then, approximately, in succeeding years. The next step, normally, involves setting aside funds to be used at the state level (as opposed to funds to be used at the local level) and — at both the state and local level — setting aside funds for administrative purposes. The third step is that of providing for the division of funds between planning districts. Fourth, and last, special provisions can be included that require localities to set aside part of their funds for one or more mandated activities.

This fairly straightforward procedure, however, is complicated by the possible availability of federal funds. As mentioned earlier, new monies are expected to be available under the Career Education Incentive Act (PL95-207) early in 1979. The funds for elementary/secondary programs (approximately $23.8 million in fiscal 1979) will be distributed to states on the basis of population — with the minimum grant to a state to be $125,000.

The Career Education Incentive Act provides for a declining level of funding on the part of the federal government over the five-year period. The law provides that federal funds can be used to pay for 100 percent of implementation costs in the first and second years of the program, but only 75 percent in the third year, 50 percent in the fourth year and 25 percent in the fifth year. The law also includes a "maintenance of effort provision" that requires the state to continue to provide each year at least as much as was provided in the preceding year.

The difficulty with this arrangement is that it conflicts with a widely held assumption that the costs of career education should decline — after the initial start-up costs have been met and career education becomes, increasingly, an integral part of the general educational program. However, if the state adds funds to supplement the federal share, then it must continue to maintain that level of effort even though there might be no legitimate reason to do so toward the end of the five-year period.

There is no ready answer to this dilemma, which can be greatly compounded if the relative mix of state and local funding is introduced into the discussion. There are, however, several factors to consider in determining the state's funding level. If the legislation is to serve as an incentive for action, and if that incentive is to be more than superficial, then state funding is necessary. Federal provisions require the level of state funding, whatever its original level, to remain either constant or to increase.

Under these circumstances, the legislature may wish to start the program with a modest appropriation, depending on federal and local funds to offset the remainder of the original start-up costs associated with career education. State funding could then be increased during the five-year period to a level that would sustain the effort as federal funding declines and after it is discontinued.

After an initial determination has been made on the amount of funding needed, and the proportion of that amount that should be paid from state revenues, a balance must be struck between the amount that should be reserved for the state level effort and how much should be paid to planning districts to further their efforts.

Again, the provisions of PL 95-207 present some constraints — but most have already been met by earlier provisions in the legislation proposed here. At the state level, PL 95-207 provides that the state may reserve ten percent of its federal funds[17] for "state leadership programs," which include:

- Collecting, evaluating and disseminating career education materials on an intrastate and interstate basis with special emphasis on overcoming sex bias and stereotyping:
- Conducting statewide needs assessment and evaluation studies;
- Conducting statewide career education leadership conferences;
- Engaging in collaborative relationships with other agencies of state government and with public agencies and private organizations representing business, labor, industry and the professions and organizations representing the handicapped, minority groups, women, and older Americans; and
- Promoting the adaptation of teacher-training curricula to the concept of career education by institutions of higher education in the state.

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[17] This 10 percent figure applies only to FY 1979 and FY 1980. In FU 1981-83, the amount drops to 5 percent of the state allocation.

The law also imposes some staffing requirements at the state level (see Sec. 6[6] of the law on page 50 of Appendix B) and permits the expenditure of federal funds to meet some of the costs of staff salaries (see Sec. 9[c][1] of the law on page 54 of Appendix B).

The provisions suggested here are consistent with those of the federal legislation. Thus, in determining how much state funding is needed for activities at the state level, the amount available from the federal government should be taken into consideration. Although the final regulations for PL 95-207 have not been published, it is reasonable to assume from the language of the law that federal funds may be applied to any of the activities set forth in this legislation for the state office of career education.

The language of the legislation provided here is only included to indicate that an authorization and appropriation must be made. Obviously, they would be made in the customary way in each state, and the following provision is included in lieu of the provision that would reflect existing state practices:

> Sec. 8(a). *Authorization*. The sum of $________ is authorized for the purposes of this act, of which not more than ____ percent may be reserved by the office of career education for the costs of administering this act and of which not more than ____ percent may be reserved for the purposes set forth in Sec. 5 of this act.

Step three — apportioning funds to planning districts — presents some major challenges. Again, federal requirements should be considered. PL 95-207 provides that: (1) federal funds must be apportioned to local education agencies in accordance with guidelines established by the state education agency; and (2) federal funds cannot be distributed simply on the basis of per capita enrollment or on the basis of the ability of the school district to contribute to meeting federal matching requirements (in the third, fourth and fifth years of the program). Further, the law requires that special consideration be given to heavily populated areas, to sparsely populated areas (or areas that serve relatively few students), and to areas with high unemployment rates.

These requirements reflect some of the concerns that should be considered in the apportionment of funds; other concerns can be dealt with at the state level as well. For example, inservice training for teachers, counselors and administrators is considered fundamental to the successful implementation of career education and so is the active involvement of business, industry and labor. The legislature could provide relatively larger amounts to planning districts that placed a heavy emphasis on these activities (or on other activities viewed by the legislature to be of critical importance) in their career education plans.

A second option is that of phasing in funding to a district in response to increased levels of activity on the part of the district. This approach is not only consistent with the incentive approach, it is also consistent with increasing state participation as federal participation declines. Typically, under this approach, the legislature provides relatively small "planning grants" to some districts and relatively larger implementation grants to others (that have made greater progress).

A third option is simply that of apportioning funds to eligible planning districts on the basis of population. If that were done, the formula would be neutral to needs (such as high unemployment rates) and to the various levels of effort or activity at the planning district level. Such an approach does provide an incentive, but a somewhat weaker one than either of the options mentioned earlier.

A mix of the three may be the best answer if funding is to be phased in to replace decreasing federal dollars. Assuming that a modest amount of state dollars are to be available initially, they could be allocated to districts, on the basis of population, primarily as planning grants, with funds reserved for efforts designed to encourage community involvement. Funds could increasingly be provided for implementation purposes, again with some funds reserved — in this case, for inservice training programs (a major implementation activity). Funds might also be specifically reserved for postsecondary institutions to assure their active involvement in both the planning and implementation efforts.

All funds would, of course, be provided in addition to those received from the federal government, which would be disbursed in accordance with federal requirements. State funds, then, would strengthen the districts' planning activities (and efforts to secure community involvement and participation) in the first few years of the program and then, later, to assist in meeting the costs of implementation. At the end of the five-year period, when an appropriate level of funding had been determined, the career education effort could be supported through the state aid formula on a permanent basis.

Again, the following language is provided simply for illustrative purposes:

> Sec. 8(b). *Provision of funds to career education planning districts.* The office of career education shall allocate the remaining funds to career education planning districts determined to be eligible to receive funds by the state career education advisory council in accordance with the number of children age 5 to 19 in the planning district relative to the number of children age 5 to 19 in all planning districts receiving funds under this act.
>
> During the first year that funding is available for the purposes of this act, funds

> shall be used for the development of needs assessment information pursuant to Sec. 4(a) of this act and for the development of five-year plans pursuant to the provisions of Sec. 4(c) of this act. No more than ___ percent of the funds received by planning districts under this act shall be used for administrative purposes and not less than ___ percent shall be used for activities designed to encourage active community involvement in career education activities.
>
> During the second year that funding is available for the purposes of this act, not less than ___ percent of available funds shall be used by planning districts for the development of needs assessment information and five-year career education plans as provided in Sec. 4(a) and Sec. 4(c) of this act and not less than ___ percent of available funds shall be used by planning districts for inservice training programs for teachers, counselors and administrators. No more than ___ percent of the funds received by planning districts under this act shall be used for administrative purposes and not less than ___ percent of funds received by planning districts shall be used for activities designed to encourage active community involvement in career education activities. The sum of ______ shall be reserved by each planning district receiving funds under this act for postsecondary programs and activities designed to further the implementation of career education.

In the third, fourth and fifth years, percentages might change, reflecting a greater emphasis on implementation activities and a lesser emphasis on planning activities. Implementation activities can also be specified by the legislature. An example of a possible listing of activities appears in Sec. 8(a)(3) of PL 95-207 (page 54 of Appendix B). Other alternative approaches appear in existing state legislation.[18] If state funds are being used to supplement, and eventually replace federal funds, the listing should be consistent with the one provided in PL 95-207.[19]

There are several provisions concerned with implementation activities that the legislature should consider. Both have to do with activities that take place outside of the school building designed to acquaint students with career opportunities and, particularly at the high school level, to provide them with some "hands-on" experience — where they are involved in the actual day-to-day activities of an office or work-site.

Again, while circumstances vary from state to state, it is probable that the legislature may wish to indemnify school personnel from responsibility for accident or damage at a work-site or other out-of-school location. Such a provision would normally be an extension of existing law and no general provision is likely to be appropriate for a specific state. Similarly, laws dealing with insurance for students and school employees might be amended to provide coverage for career education activities that take place away from the school site.

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[18] Sec ECS companion report on existing state career education legislation, (Report No. 119).

[19] In view of the emphasis on local needs assessment and planning activities, it may well be that the legislature will not find it necessary to delineate the kinds of activities for which funds are available. To provide such a listing limits flexibility at the planning district level and, given the responsibility vested in the office of career education and the state advisory council to develop guidelines for needs assessment and planning activities, such a listing might be unnecessary.

Legal provisions concerned with accreditation, certification and textbook selection should also be reviewed. In many cases, amendments to such laws may be desirable in terms of strengthening career education implementation. For example, textbook selection procedures might include a screening process designed to avoid textbooks that present extremely limited or stereotyped career images.

A provision may be included that is designed to meet the concern of organized labor that work experience programs should not result in the loss of jobs for adult workers. It has already been pointed out that labor must be included in career education activities if students are to gain a realistic understanding of economic forces, of the career opportunities that exist and of the realities of the job market. Labor representatives, however, cannot be expected to participate in programs that are harmful to the constituencies they represent or are insensitive to their needs and concerns. The following provision, which is taken from Ohio legislation (Amended House Bill No. 12, 1977 legislative session, to create civilian conservation work programs), represents one way of protecting the interests of employed adults and meeting the concerns of organized labor:

> Sec. 8(c). *Protection of adult workers.* The state director of career education shall ensure that career education activities funded under the provisions of this act do not displace currently employed workers or impair existing contracts for service provided by other workers, and that no participant in such activities is used in any manner in connection with a work or labor dispute.

It may also be appropriate to consider legislative provisions designed to serve as an incentive to businesses/industries to become involved in career education implementation. It has already been pointed out that businesspersons are frequently asked to participate in education/work programs of various kinds. The enactment of career education legislation will, in itself, bring an important legitimacy to local career education implementation efforts which will, in turn, encourage the participation of businesspersons. In order to strengthen this participation, tax and regulatory laws should be reviewed and modified to ensure that expenses incurred in connection with their involvement are considered legitimate costs of doing business. Participation in the educational process by business is a cost effective decision of prudent management and is not simple charity.

Summary

In this chapter, an approach to funding has been suggested, but little specific detail has been provided. This generality reflects the recognition that wide variations will occur between states in the appropriate local-state-federal funding mix and, also, that variations will occur within states in terms of the progress that has already been made in implementing career education at the local level.

What has been suggested is that the legislature can recognize needs (i.e., high unemployment rates, urban density/rural sparsity, etc.) in the funding formula used. The legislature can also provide for the targeting of funds to, say, inservice training or community involvement activities while providing incentives to move from planning activities into implementation activities. The legislature can provide for safeguards and incentives designed to encourage the involvement of business, industry and labor and to protect students and school personnel participating in career education activities outside of the school building. Finally, other laws may be amended to further strengthen career education implementation (e.g., accreditation, certification and textbook selection.) The language provided is designed to illustrate how such provisions might be made rather than to provide an all-inclusive list of the kinds of provisions that should be included.

Perhaps the single most important characteristic of funding approaches is that they can provide emphasis and needed direction from the legislature better than can any other device. While the words used in a legislative provision are subject to interpretation, funding provisions seldom are. In short, the final selection of provisions should be designed to assure that the major concerns of the legislature are adequately addressed, to provide as great an incentive for action as funding levels permit and to assure, to the maximum extent possible, support and assistance to localities participating in the program.

Appendix A
Suggested Provisions For A Career Education Act

Sec. 1. *Definition.* Career education is an instructional strategy that prepares a student to develop more effectively his or her personal interests, to select and engage in a useful occupation or profession, and to become an active and productive participant in society. As an instructional strategy, career education is a component of all classroom instruction at all levels of education.

Sec. 2. *Legislative purpose.* It is the purpose of the legislature to encourage and assist schools and communities in redesigning the educational process so that career education, as an instructional strategy, becomes infused into the general curriculum at all levels of education.

Sec. 3. *Creation of career education planning districts.* Any local education agency wishing to apply for funding under this act shall, either singly or in cooperation with other local education agencies, form a career education planning district. The office of career education, established pursuant to the provisions of Sec. 5 of this act, shall develop guidelines for local education agencies that wish to form career education planning districts in cooperation with other local agencies. To be eligible for funding under Sec. 8 of this act, planning districts shall meet the following requirements:

(1) a career education coordinator shall be employed who will be responsible for conducting needs assessment activity and for the development and implementation of a career education plan in accordance with the requirements of Sec. 4(a) and Sec. 4(c) of this act, and

(2) the career education coordinator shall conduct needs assessment, planning and implementation activities in accordance with the recommendations of the career education advisory council established pursuant to the provisions of Sec. 6 of this act.

Sec. 4(a). *Development of information on the need for career education by planning districts.* In order to be eligible for funds under the provisions of Sec. 8 of this act, planning districts shall develop a five-year career education plan based on information obtained by the planning district that indicates the need for new or increased career education efforts, at all levels of education, within the planning district.

Such information shall include:

(1) information on the existing need for career education as evidenced by test results, statistical data and other data, including data concerned with the employment and employability of young adults, age 16-19;

(2) the views of parents, students, and other members of the community, including employers, on the need for career education;

(3) an inventory of existing programs and activities, including postsecondary programs and activities, that have goals and objectives that are the same as or similar to those of career education; and

(4) an inventory of available resources for career education activities including resources available from the federal government.

Such information shall be obtained in accordance with guidelines to be developed by the office of career education and shall be collected annually by the planning district. In order to remain eligible for funding under this act, planning districts shall revise the five-year career education plan not less than once each year in accordance with the information obtained.

Sec. 4(b). *Establishment of career education resource centers.* The office of career education shall establish Career Education Resource Centers to serve the planning districts receiving funds under this act and shall provide information to each Career Education Resource Center that is appropriate to the needs of planning districts in meeting the requirements of this act. The Career Education Resource Center shall provide assistance to planning districts in developing the information required under the provisions of this act. Planning districts shall provide the information obtained each year pursuant to the provisions of this act to the Career Education Resource Center serving them.

Sec. 4(c). *Development of five-year career education plans.* The five-year plans developed by planning districts shall be developed in accordance with guidelines to be developed by the office of career education. Each plan shall include information on the utilization of existing resources in achieving the goals and objectives of the plan and shall include detailed descriptions of ongoing efforts within the planning district at all levels of education that have the same or similar objectives as the goals and objectives of career education. Each plan shall also include information on:

(1) the relationships between the goals and objectives of the plan and the information obtained by the planning district pursuant to the requirements of Sec. 4(a) of this act;
(2) an evaluation procedure for determining to what extent the goals and objectives of the plan have been achieved;
(3) a procedure for coordinating the activities provided for in the career education plan with other ongoing programs and activities, including postsecondary programs and activities, with goals and objectives similar to or the same as the goals and objectives of career education; and
(4) a procedure for reducing the impact of stereotyping that may limit the perceptions of individual students of the career options available to them, including women and other students who have special career education needs.

Sec. 5. *Establishment of the office of career education.* There is established within the state education agency an office of career education to be directed by a director of career education. The duties and responsibilities of the director of career education are:

Sec. 5(a). *The provision of information and assistance.* The director of career education shall, through conferences, written materials, public educational television, and such other means as may be available, provide for the dissemination to the general public of information on career education and on the provisions of this act in accordance with recommendations of the state career education advisory council established under the provisions of Sec. 7 of this act.

Within ___ days from the enactment of this act the director of career education shall arrange for regional conferences throughout the state to provide information on the provisions of this act to local education agencies. Such information shall include guidelines to be developed by the office of career education, on:

(1) the formation of career education planning districts;
(2) the development of needs assessment information; and
(3) the development by planning districts of five-year career education plans.

The director of career education shall provide for the establishment of regional career education resource centers so that each planning district receiving funding pursuant to the provisions of Sec. 8 of this act will be served by a regional resource center. Regional resource centers shall:

(1) obtain from the state director of career education, and make available to planning districts, information required by the provisions of Sec. 4(a) of this act, to the extent such information is available;
(2) collect and maintain information obtained by planning districts to be submitted annually to the director of career education for inclusion in the state plan fot career education;
(3) provide assistance to local career education coordinators on the development of needs assessment information and on the development of a five-year plan for career education;
(4) collect and maintain materials and information on career education for the use of planning districts in developing and implementing five-year career education plans; and
(5) collect and maintain information on available resources for career education including resources designed to help reduce the effect of stereotyping by sex or as the result of special circumstances or conditions that have traditionally led to such stereotyping.

Sec. 5(b). *Coordination with related programs and activities.* There is hereby established an interagency committee on career education to consist of representatives of state departments and agencies that administer programs and activities with goals and objectives that are the same as or similar to the goals and objectives of career education. The members of the committee are to be appointed by the Governor in consultation with the Commissioner of Education, the Commissioner of Labor, the Commissioner of ________, the Commissioner of ________ (directors of appropriate state departments and agencies). The person(s) within the state education agency with primary responsibility for the implementation of sex equity legislation shall serve as a member of the interagency committee.

In addition, the executive officer of the state postsecondary agency shall nominate two persons to serve on the committee. One shall provide for coordination with career education implementation at the postsecondary level, the other shall provide for coordination with professional training programs for teachers and administrators. The executive officer of the state postsecondary agency shall:

(1) provide for the infusion of career education in postsecondary institutions; and

(2) shall provide for instruction in career education in the professional preparation of teachers, counselors and administrators in postsecondary institutions that offer such training.

The committee shall:

(1) assist the director of career education in the development of a comprehensive five-year state plan for career education; and

(2) provide to the director of career education available information that may facilitate the needs assessment and planning activities conducted by planning districts pursuant to Sec. 4(a) and Sec. 4(c) of this act. The director of career education shall provide such information to regional career education resource centers for the use of planning districts.

Sec. 5(c). *Development of a five-year state career education plan*. Based on the recommendations of the state advisory council on career education, established pursuant to the provisions of Sec. 7 of this act and the information provided by the interagency committee on career education, the director of career education shall develop a five-year state plan for career education.

The state plan shall include information on the utilization of existing resources throughout the state in achieving the goals and objectives of career education and shall include detailed descriptions of programs and activities within the state, at all levels of education, that have the same or similar goals and objectives as the goals and objectives of career education.

The state plan shall include:

(1) information on the relationship between the goals and objectives of the state plan and the needs assessment information developed by planning districts;

(2) a procedure for providing information to the general public on career education and on the provisions of this act;

(3) a procedure for providing information and assistance to local education agencies on career education and on the provisions of this act;

(4) a procedure for coordinating the activities provided for in the state career education plan with other programs and activities at all levels of education with goals and objectives similar to or the same as the goals and objectives of career education; and

(5) a procedure for evaluating annually the extent to which the goals and objectives of the state plan have been met.

The principle objective of the state plan shall be the full implementation within the state of career education by fiscal year (five years from enactment). Annual evaluation reports shall be prepared by the director of career education for submission to the state advisory council on career education, established under Sec. 7 of this act. Evaluation reports shall include information on the extent to which the objective of full implementation has been met.

Sec. 6(a). *Establishment of local career education advisory councils*. The local education agency(ies) shall establish a career education advisory council for each planning district receiving funds under the provisions of Sec. 8 of this act. Any existing council that has as its primary purpose the furtherance of the objectives of career education may be designated as the career education advisory council provided that it meets the requirements of this section.

Sec. 6(b). *Duties and responsibilities of local career education advisory councils*. Career education councils shall formulate recommendations for the annual collection of needs assessment information and for the development and annual revision of the five-year career education plan as required by Sec. 4(a) and Sec. 4(c) of this act.

Sec. 6(c). *Appointment of council members*. In planning districts consisting of two or more local education agencies, each local education agency within the planning district shall appoint as many members to the council as the population of the local education agency bears to the population of the planning district as a whole, except that no local education agency shall appoint less than ____ members to the council. In planning districts consisting of only one local education agency, all council members shall be appointed by the local education agency. Nominees for council membership shall be submitted by the superintendent of education in each local education agency within the planning district.

Members shall be selected in such a way as to assure that the council is representative of the racial and ethnic population of the local education agency and that parents and students are included as members of the council. At least one member shall be experienced in assisting girls and young women select and develop career interests, including nontraditional career interests, and shall be actively involved in education programs or activities designed to reduce the impact of sex stereotyping.

Sec. 6(d). *Council membership.* No council may consist of more than ____ members, of which not more than one-third shall be educators. Among the educators serving on the council, at least ____ shall be representatives of postsecondary education and not less than ____ individuals shall be concerned with the special educational needs of handicapped, disadvantaged and non-English speaking children. At least two-thirds of the members of the council shall consist of individuals who are not educators, including not less than ____ individuals who are representatives of business and industry and not less than ____ individuals who are representatives of labor.

Council members shall serve for three-year terms except that one-third of the members selected in the first year that the planning district receives funding under Sec. 8 of this act shall serve one-year terms and one-third shall serve two-year terms. Vacancies on the council shall be filled in accordance with the provisions of Sec. 6(c) of this act.

Councils shall meet not less than ____ times annually, and each council shall elect a chairperson to preside over council meetings. Chairpersons shall serve in that capacity for not more than ____ year(s).

Sec. 7(a). *Establishment of the state career education advisory council.* The governor shall appoint a state career education advisory council to provide recommendations to the director of career education on:

(1) the provision of information and assistance, pursuant to the provisions of Sec. 5(a) of this act and
(2) the development of the five-year state career education plan, pursuant to the provisions of Sec. 5(c) of this act.

Sec. 7(b). *Duties and responsibilities.* The state advisory council shall provide recommendations for the development of guidelines by the office of career education for planning districts for the formulation of

(1) needs assessment information, pursuant to the provisions of Sec. 4(a) of this act and
(2) five-year career education plans, pursuant to the provisions of Sec. 4(c) of this act.

The state advisory council shall review the applications of planning districts and shall determine the eligibility of planning districts to receive funds under Sec. 8 of this act. In determining eligibility, the council shall take into consideration the extent to which planning districts have developed applications that are consistent with the guidelines developed by the office of career education.

The council shall submit an annual report to the governor, the chief state school officer and the legislature that includes a summary of the state plan for career education, as provided for in Sec. 5(c) of this act, and recommendations concerned with the full implementation of career education by fiscal ____ (five years from enactment).

Sec. 7(c). *Membership of the Council.* The council shall consist of not more than ____ members, including individuals who are representatives of the major business, industry and labor interests of the state, professional occupations, service and volunteer organizations, educators and others. At least two-thirds of the members of the council shall consist of individuals who are not educators. ____ members shall be members of the legislature and shall be nominated by the chairpersons of the education committees of the senate and the house of representatives. The remainder shall be nominated by the chief state school officer.

Not less than one member shall be experienced in the career development needs of women, including women entering nontraditional careers, and shall be actively involved in education programs or activities designed to reduce the impact of sex stereotyping. Members shall be selected in such a way as to assure that the council is representative of the racial and ethnic population of the state.

Council members shall serve for three-year terms except that one-third of the members appointed in the first year that appropriations are authorized for the purposes of this act shall serve one-year terms and one-third shall serve two-year terms. Unfilled positions shall be filled by the governor as vacancies occur.

The state advisory council shall meet not less than ___ times annually, and council members shall elect a chairperson to preside over council meetings. The chairperson shall serve in that capacity for not more than ___ year(s).

Sec. 8(a). *Authorization*. The sum of $___ is authorized for the purposes of this act, of which not more than ___ percent may be reserved by the office of career education for the costs of administering this act and of which not more than ___ percent may be reserved for the purposes set forth in Sec. 5 of this act.

Sec. 8(b). *Provision of funds to career education planning districts*. The office of career education shall allocate the remaining funds to career education planning districts determined to be eligible to receive funds by the state career education advisory council in accordance with the number of children age 5 to 19 in the planning district relative to the number of children age 5 to 19 in all planning districts receiving funds under this act.

During the first year that funding is available for the purposes of this act, funds shall be used for the development of needs assessment information pursuant to Sec. 4(a) of this act and for the development of five-year plans pursuant to the provisions of Sec. 4(c) of this act. No more than ___ percent of the funds received by planning districts under this act shall be used for administrative purposes and not less than ___ percent shall be used for activities designed to encourage active community involvement in career education activities.

During the second year that funding is available for the purposes of this act, not less than ___ percent of available funds shall be used by planning districts for the development of needs assessment information and five-year career education plans as provided in Sec. 4(a) and Sec. 4(c) of this act and not less than ___ percent of available funds shall be used by planning districts for inservice training programs for teachers, counselors and administrators. No more than ___ percent of the funds received by planning districts under this act shall be used for administrative purposes and not less than ___ percent of funds received by planning districts shall be used for activities designed to encourage active community involvement in career education activities. The sum of ______ shall be reserved by each planning district receiving funds under this act for postsecondary programs and activities designed to further the implementation of career education.

Sec. 8(c). *Protection of adult workers*. The state director of career education shall ensure that career education activities funded under the provisions of this act do not displace currently employed workers or impair existing contracts for service provided by other workers, and that no participant in such activities is used in any manner in connection with a work or labor dispute.

95TH CONGRESS } HOUSE OF REPRESENTATIVES { REPORT
1st Session } { No. 95-816

Appendix B

CAREER EDUCATION

NOVEMBER 15, 1977.—Ordered to be printed

Mr. PERKINS, from the committee of conference,
submitted the following

CONFERENCE REPORT

[To accompany H.R. 7]

The committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 7) to authorize a career education program for elementary and secondary schools, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendment of the Senate and agree to the same with an amendment as follows:

In lieu of the matter proposed to be inserted by the Senate amendment insert the following:

That this Act may be cited as the "Career Education Incentive Act".

DECLARATIONS

SEC. 2. The Congress declares that—

(1) a major purpose of education is to prepare every individual for a career suitable to that individual's preference,

(2) career education should be an integral part of the Nation's educational process which serves as preparation for work,

(3) career education holds promise of improving the quality of education and opening career opportunities for all students by relating education to their life aspirations, and

(4) educational agencies and institutions (including agencies and institutions of elementary and secondary education, higher education, adult education, employment training and retraining, and vocational education) should make every effort to fulfill that purpose.

PURPOSE

SEC. 3. In recognition of the prime importance of work in our society and in recognition of the role that the schools play in the lives of all

Americans, it is the purpose of this Act to assist States and local educational agencies and institutions of postsecondary education, including collaborative arrangements with the appropriate agencies and organizations, in making education as preparation for work, and as a means of relating work values to other life roles and choices (such as family life), a major goal of all who teach and all who learn by increasing the emphasis they place on career awareness, exploration, decisionmaking, and planning, and to do so in a manner which will promote equal opportunity in making career choices through the elimination of bias and stereotyping in such activities, including bias and stereotyping on account of race, sex, age, economic status, or handicap.

AUTHORIZATION OF APPROPRIATIONS

SEC. 4. (a) Subject to the provisions of subsections (b) and (c), there are authorized to be appropriated $50,000,000 for fiscal year 1979, $100,000,000 for fiscal year 1980, $100,000,000 for fiscal year 1981, $50,000,000 for fiscal year 1982, and $25,000,000 for fiscal year 1983 to carry out the provisions of this Act, other than section 11 of this Act.

(b) No funds are authorized to be appropriated pursuant to subsection (a) for any fiscal year beginning after September 30, 1979, unless an appropriation was made for the immediately preceding fiscal year.

(c) No funds are authorized to be appropriated pursuant to subsection (a) for any fiscal year beginning after September 30, 1979, unless such funds are appropriated in the fiscal year prior to the fiscal year in which such funds will be obligated, and unless such funds are made available for expenditure to the States prior to the beginning of such fiscal year.

ALLOTMENTS

SEC. 5. (a)(1) From the funds appropriated pursuant to section 4 for each fiscal year which are not reserved under paragraph (2) of this subsection, the Commissioner shall allot to each State an amount which bears the same ratio to such funds as such State's population aged five to eighteen, inclusive, bears to the total population, aged five to eighteen, inclusive, of all the States, except that no State shall be allotted from such funds for each fiscal year an amount less than $125,000.

(2) From the remainder of the funds appropriated pursuant to section 4 for each fiscal year, the Commissioner may reserve—

(A) an amount not to exceed 5 per centum each year for the administration of this Act and for making model program grants pursuant to section 10,

(B) an amount not to exceed 1 per centum each year for the purpose of carrying out the information program pursuant to section 12 of this Act,

(C) an amount not to exceed one-half of one per centum each year for the purpose of carrying out a national evaluation of the effectiveness of programs assisted under this Act in carrying out the purposes of this Act, and

(D) an amount equal to 1 per centum for the purpose of making payments to the Virgin Islands, Guam, American Samoa, and the

Trust Territory of the Pacific Islands in furtherance of the purposes of this Act.

(b)(1) Any funds allotted to a State under paragraph (1) of subsection (a) for which a State has not applied or for which a State application has not been approved shall be reallotted by ratably increasing the allocations of each of the States which have approved applications.

(2) If the sums appropriated for any fiscal year are not sufficient to make the allotments of the minimum amounts specified in paragraph (1) of subsection (a), such minimum amounts shall be ratably reduced. If additional sums become available during a fiscal year for which such allotments were reduced, such allotments shall be increased on the same basis as they were reduced.

(c) Notwithstanding any other provision of this Act, any State which receives, in any fiscal year, the minimum allotment prescribed under paragraph (1) of subsection (a) of this section does not have to comply with the provisions of section 6(6) relating to staff employed at the State level.

APPLICATIONS

SEC. 6. Every State desiring to receive funds appropriated under section 4 for fiscal year 1979 shall submit to the Commissioner an application containing assurances that—

(1) the State educational agency will be the agency responsible for planning the use, and administering the expenditure, of funds received under this Act, other than funds made available under sections 10, 11, and 12;

(2) the State legislature and the Governor have been notified of the State's application for such funds;

(3)(A) the State will expend, from its own sources, for any fiscal year for which funds are received under this Act, an amount equal to or exceeding the amount which such State expended for career education during the fiscal year preceding the fiscal year for which the determination is made;

(B) the State will pay from non-Federal sources the non-Federal share of the costs of carrying out the State plan for fiscal year 1980 and for each of the three succeeding fiscal years;

(4) the State will make every possible effort to integrate career education into the regular education programs offered in elementary and secondary schools in the State;

(5)(A) the State educational agency will require that programs of career education assisted under this Act will be administered by State and local educational agencies in such a manner as to affect all instructional programs in elementary and secondary education, and will not be administered solely as a part of the vocational education program;

(B) the State educational agency will require that programs of career education will be coordinated by an individual having prior experience in the field of career education (who shall be designated as a State coordinator of career education);

(6) such agency will employ such staff as are necessary to provide for the administration of this Act and programs of career

education funded under this Act, including a person or persons experienced with respect to problems of discrimination in the labor market and stereotyping affecting career education, including bias and stereotyping on account of race, sex, age, economic status, or handicap, and including at least one professional trained in guidance and counseling who shall work jointly in the office of the principal staff person responsible for such administration and coordination and in the office of the State educational agency responsible for guidance and counseling, if any such office exists;

(7) such agency will continuously review the plan submitted under section 7 and will submit such amendments thereto as may be deemed appropriate in response to such agency's experience with the program;

(8) the State educational agency will comply with the provisions of section 9(b) with respect to the distribution of funds to local educational agencies within the State;

(9) the State educational agency will not allocate payments under this Act among local educational agencies within the State on the basis of per capita enrollment or through matching of local expenditures on a uniform percentage basis, or deny funds to any local educational agency if the applicable jurisdiction in which such agency is located is making a reasonable tax effort solely because such agency is unable to pay the non-Federal share of the costs of programs assisted under this Act;

(10) not less than 15 per centum of that portion of a State's grant for any fiscal year which is not reserved pursuant to section 9(b) will be used for programs described in section 8(a)(3)(B); and

(11) the funds received under this Act will be used in accordance with the provisions of section 8.

STATE PLANS

Sec. 7. Every State desiring to receive funds appropriated pursuant to section 4 shall submit to the Commissioner by July 1, 1979, a State plan which shall—

(1) set out explicitly the objectives the State will seek to achieve by the end of each of the fiscal years for which funds are made available under this Act in implementing the goal of providing career education for students in elementary and secondary schools within the State, with special emphasis on overcoming sex bias and stereotyping, and set out the methods by which the State will seek each year to achieve such objectives with all resources available;

(2) describe the methods by which the funds received under this Act will be used, in accordance with section 8, to implement the overall objectives in each of the fiscal years for which funds are made available under this Act;

(3) set forth policies and procedures which the State will follow to assure equal access of all students (including the handicapped and members of both sexes) to career education programs carried out under the State plan;

(4) provide adequate assurance that the requirements of section 6 will be met in each fiscal year after fiscal year 1979; and

(5) provide proposed criteria to the Commissioner for the evaluation of the extent to which the State will achieve the objectives set out in the State plan.

USE OF FUNDS

SEC. 8. (a) Subject to the provisions of sections 9(b) and 10, funds received under this Act may be used only to pay the Federal share of the total costs of—

(1) employing such additional State educational agency personnel as may be required for the administration and coordination of programs assisted under this Act;

(2) providing State leadership for career education, either directly or through arrangements with public agencies and private organizations (including institutions of higher education), in—

(A) conducting inservice institutes for educational personnel;

(B) training local career education coordinators;

(C) collecting, evaluating, and disseminating career education materials on an instrastate and interstate basis with special emphasis on overcoming sex bias and stereotyping;

(D) conducting statewide needs assessment and evaluation studies;

(E) conducting statewide career education leadership conferences;

(F) engaging in collaborative relationships with other agencies of State government and with public agencies and private organizations representing business, labor, industry and the professions and organizations representing the handicapped, minority groups, women, and older Americans; and

(G) promoting the adaptation of teacher-training curricula to the concept of career education by institutions of higher education located in the State;

(3) making payments to local educational agencies for comprehensive programs including—

(A) instilling career education concepts and approaches in the classroom;

(B) developing and implementing comprehensive career guidance, counseling, placement, and followup services utilizing counselors, teachers, parents, and community resource personnel;

(C) developing and implementing collaborative relationships with organizations representing the handicapped, minority groups, and women and with all other elements of the community, including the use of personnel from such organizations and the community as resource persons in schools and for student field trips into that community;

(D) developing and implementing work experiences for students whose primary purpose is career exploration, if such

work experiences are related to existing or potential career opportunities and do not displace other workers who perform such work;

(E) employing coordinators of career education in local educational agencies or in combinations of such agencies (but not the individual school building level);

(F) training of local career education coordinators;

(G) providing inservice education for educational personnel, especially teachers, counselors, and school administrators, designed to help such personnel to understand career education, to acquire competencies in the field of career education and to acquaint such personnel with the changing work patterns of men and women, ways of overcoming sex stereotyping in career education, and ways of assisting women and men to broaden their career horizons;

(H) conducting institutes for members of boards of local educational agencies, community leaders, and parents concerning the nature and goals of career education;

(I) purchasing instructional materials and supplies for career education activities;

(J) establishing and operating community career education councils;

(K) establishing and operating career education resource centers serving both students and the general public;

(L) adopting, reviewing, and revising local plans for coordinating the implementation of the comprehensive program; and

(M) conducting needs assessments and evaluations; and

(4) reviewing and revising the State plan.

(b) The State shall make payments to local educational agencies for the purposes described in paragraph (3) of subsection (a) from funds received under this Act upon applications approved by the State educational agency. Such payments shall, to the extent practicable, be made on an equitable basis in accordance with criteria established by the State educational agency, consistent with section 6(9), having due regard for the special needs of local educational agencies serving areas of high incidence and prevalence of youth and adult unemployment, serving sparsely populated areas or serving relatively few students.

(c)(1) To the extent consistent with the number of children enrolled in private nonprofit elementary and secondary schools within the State, with respect to services described under paragraph (2) of subsection (a), and within the school district, with respect to payments made to a local educational agency for the purposes described in paragraph (3) of such subsection, after consultation with appropriate private school officials, provision shall be made for the effective participation on an equitable basis of such children and the teachers of such children in such services and in programs assisted with such payments.

(2)(A) The control of funds provided under this Act and title to materials and equipment therewith shall be in a public agency for the uses and purposes provided in this Act, and a public agency shall administer such funds and property.

(B) The provisions of services pursuant to this paragraph shall be provided by employees of a public agency or through contract by such public agency with a person, an association, agency, or corporation who or which in the provision of such services is independent of such private school and of any religious organization, and such employment or contract shall be under the control and supervision of such public agency, and the funds provided under this Act to accommodate students and teachers in nonprofit public schools shall not be commingled with State or local funds.

PAYMENTS

SEC. 9. (a)(1) The Commissioner, upon receipt of an application of assurances for fiscal year 1979 which the Commissioner finds to be in compliance with section 6, and upon finding the State to be in compliance with sections 7 and 8 for fiscal years 1980 and 1981, shall pay to the State the amount which it is entitled to receive for each such year under this Act.

(2) The Commissioner, upon finding the State to be in compliance with sections 7 and 8 for fiscal years 1982 and 1983 by reviewing the report required to be submitted by the State under section 14 for fiscal years 1980 and 1981, respectively, shall pay to the State the amount which it is entitled to receive for each of the fiscal years 1982 and 1983 under this Act reduced in proportion to the extent to which the Commissioner determines that such State has substantially failed to achieve the objectives for fiscal years 1980 and 1981 set forth in its State plan.

(b) Any State receiving funds appropriated under section 4 of this Act may reserve (1) not more than 10 per centum of such funds for State leadership purposes described in paragraph (2) of section 8(a), and (2) not more than 10 per centum of such funds appropriated for the fiscal year 1979, and not more than 5 per centum of the funds appropriated for succeeding fiscal years, for the purposes described in paragraphs (1) and (4) of section 8(a). The remainder of such funds shall be distributed by the State to local educational agencies within that State for the purposes described in paragraph (3) of section 8(a).

(c)(1) For the purposes of paying the cost of employing State career education coordinators and staff described in paragraph (1) of section 8(a), the Federal share of the payments made under this Act from a State's allotment shall be not more than 100 per centum for the fiscal year 1979, not more than 75 per centum for the fiscal year 1980 and not more than 50 per centum for the fiscal years 1981, 1982, and 1983.

(2) For the purposes described in paragraphs (2) and (3) of section 8(a), the Federal share of the payments made under this Act from a State's allotment shall be not more than 100 per centum for the fiscal years 1979 and 1980, not more than 75 per centum for the fiscal year 1981, not more than 50 per centum for the fiscal year 1982, and not more than 25 per centum for the fiscal year 1983.

(d)(1) If a State is prohibited by law from providing for the participation in programs of children enrolled in private nonprofit elementary and secondary schools, as required by section 8(c), the Commissioner may waive such requirement and shall arrange for the

provision of services to such children through arrangements which shall be subject to the requirements of that section.

(2) *If the Commissioner determines that a State or a local educational agency has substantially failed to provide for the participation on an equitable basis of children enrolled in private nonprofit elementary and secondary schools as required by section 8(c), the Commissioner may waive such requirement and shall arrange for the provision of services to such children through arrangements which shall be subject to the requirements of that section.*

MODEL PROGRAMS

SEC. 10. (a) From funds reserved under section 5(a)(2)(A) of this Act, the Commissioner is authorized to make grants directly to State and local educational agencies, institutions of postsecondary education, and other nonprofit agencies and organizations to support projects, including projects of proven effectiveness, to demonstrate the most effective methods and techniques in career education and to develop exemplary career education models particularly projects designed to eliminate bias and stereotyping on account of race, sex, age, economic status, or handicap.

(b) Notwithstanding any other provision of law, no funds may be made available under the provisions of section 406(f)(1) of the Education Amendments of 1974 for grants or contracts with local educational agencies for any fiscal year in which funds are appropriated under this Act and reserved for the purposes of this section under section 5(a)(2)(A).

POSTSECONDARY EDUCATIONAL DEMONSTRATION PROJECTS

SEC. 11. (a) The Commissioner is authorized to arrange by way of grant, contract, or other arrangement with institutions of higher education, public agencies and nonprofit private organizations for the conduct of postsecondary educational career demonstration projects which—

(1) may have national significance or be of special value in promoting the field of career education in postsecondary educational programs,

(2) have unusual promise of promoting postsecondary career guidance and counseling programs, particularly postsecondary guidance and counseling programs designed to overcome bias and stereotyping on account of race, sex, age, economic status, or handicap, or

(3) show promise of strengthening career guidance, counseling, placement, and followup services.

(b) The Commissioner shall approve arrangements under subsection (a) of this section if he finds—

(1) that the funds for which assistance is sought will be used for one of the purposes set forth in subsection (a) of this section, and

(2) that effective procedures, including objective measurements, will be adopted for evaluating at least annually the effectiveness of the project.

(c) For the purpose of carrying out the provisions of this section there is authorized to be appropriated $15,000,000 for the fiscal year 1979 and for each fiscal year ending prior to October 1, 1983.

(d) Notwithstanding any other provision of law, no funds may be made available under the provisions of section 406(f)(1) of the Education Amendments of 1974 for grants or contracts with institutions of higher education for any fiscal year in which funds are appropriated pursuant to subsection (c) of this section.

CAREER EDUCATION INFORMATION

SEC. 12. *(a) In consultation with members of the National Occupational Information Coordinating Committee, the Commissioner shall examine the occupational information needs of individuals and organizations eligible for participation in programs assisted by this Act. The examination shall consider the present activities of the National Occupational Information Coordinating Committee, the State Occupational Information Coordinating Committees, and other occupational information activties of the Office of Education, the National Institute of Education, the Bureau of Labor Statistics, the Employment and Training Administration, and such other Federal agencies as the Commissioner deems appropriate. Upon the conclusion of the examination, the Commissioner shall, either directly or by way of grant, contract or other arrangement, furnish information to interested parties on Federal programs which gather, analyze and disseminate occupational and career information.*

(b) The Commissioner shall, either directly or by way of grant, contract or other arrangement, disseminate information to interested parties on exemplary career education programs, including but not limited to programs assisted under this Act.

ADMINISTRATION

SEC. 13. *(a)(1) The Office of Career Education created pursuant to section 406 of the Education Amendments of 1974 shall be the administering agency within the the Office of Education for the review of the State plans, applications, and reports submitted pursuant to this Act. In addition, the Office of Career Education shall perform a national leadership role in furthering the purposes of this Act.*

(2) The Office of Career Education shall, upon request, provide technical assistance to all participating State educational agencies and to Guam, the Virgin Islands, American Samoa, and the Trust Territory of the Pacific Islands.

(b) The National Advisory Council on Career Education created pursuant to section 406 of the Education Amendments of 1974 shall perform the same functions with respect to the programs authorized under this Act as the Council is authorized to perform with respect to the programs authorized under that section.

(c) Nothing in this Act shall be construed to prohibit the National Institute of Education from continuing to carry out its functions in the field of career education. The Assistant Secretary of Health, Education, and Welfare for Education shall assure such cooperation as the Assistant Secretary deems appropriate between the Office of Edu-

cation and the Institute to identify research and development priorities and, either directly or through arrangements with public agencies and private organizations (including institutions of higher education), to disseminate the results of the research and development undertaken by the Institute.

(d) The Office of Education shall provide the Office of Career Education and the National Advisory Council on Career Education with sufficient staff and resources required to carry out their responsibilities under this Act and under section 406 of the Education Amendments of 1974.

(e) Section 406(g)(1)(B) of the Education Amendments of 1974 is amended to read as follows:

> *"(B) not less than fifteen public members broadly representative of the fields of education, guidance, and counseling, the arts, the humanities, the sciences, community services, business and industry, and the general public, including (i) members of organizations of handicapped persons, minority groups knowledgeable with respect to discrimination in employment and stereotyping affecting career choices, and women who are knowledgeable with respect to sex discrimination and stereotyping, and (ii) not less than two members who shall be representative of labor and of business, respectively.".*

REPORTS

SEC. 14. (a) Unless the Commissioner finds the requirements of this subsection unnecessary, not later than December 31 of each fiscal year each State receiving funds under this Act shall submit to the Commissioner a report evaluating the programs assisted with funds provided under this Act for the preceding fiscal year. Such report shall include—

(1) an analysis of the extent to which the objectives set out in the State plan submitted pursuant to section 6 have been fulfilled during that preceding fiscal year;

(2) a description of the extent to which the State and local educational agencies within the State are using State and local resources to implement these objectives and a description of the extent to which funds received under this Act have been used to achieve these objectives; and

(3) a description of the exemplary programs funded within the State, including an analysis of the reasons for their success, and a description of the programs which were not successful within the State, including an analysis of the reasons for their failure.

(b) The Commissioner, through the Office of Career Education, shall analyze each one of the State reports submitted pursuant to subsection (a) and shall provide to the State no later than three months after the date of such submission an analysis of the report and recommendations for improvement in the operation and administration of programs being provided by the State with funds made available under this Act

(c) The Commissioner shall conduct a comprehensive review of a random sample of the State programs funded under this Act and shall submit a report on such review to the Committee on Education and Labor of the House of Representatives and the Committee on Human Resources of the Senate by no later than September 30, 1982.

DEFINITIONS

SEC. 15. For purposes of this Act the term—

(1) (A) "career education", for the purposes of this Act, except for paragraphs (2) and (3) of section 8(a), and sections 8(b), 8(c), 9, 10, and 11, means the totality of experiences, which are designed to be free of bias and stereotyping (including bias or stereotyping on account of race, sex, age, economic status, or handicap), through which one learns about, and prepares to engage in, work as part of his or her way of living, and through which he or she relates work values to other life roles and choices (such as family life);

(B) "career education", for purposes of paragraphs (2) and (3) of section 8(a), and section 8(b), 8(c), 9, 10, and 11, shall be limited to activities involving career awareness, exploration, decisionmaking, and planning, which activities are free of or are designed to eliminate bias and stereotyping (including bias or stereotyping on account of race, sex, age, economic status, or handicap), and shall not include any activities carried out by such agencies involving specific job skill training;

(2) "Commissioner" means the Commissioner of Education;

(3) "handicapped" means mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, orthopedically impaired, or other health impaired persons, or persons with specific learning disabilities who by reason thereof require special education and related services;

(4) "local educational agency" has the meaning given such term by section 801(f) of the Elementary and Secondary Education Act of 1965;

(5) "State" means the several States, the District of Columbia, and the Commonwealth of Puerto Rico; and

(6) "State educational agency" has the meaning given such term by section 801(k) of the Elementary and Secondary Education Act of 1965.

AMENDMENT TO THE EDUCATION AMENDMENTS OF 1976

SEC. 16. Section 332 of the Education Amendments of 1976 is amended—

(1) in subsection (b)(2), by striking out "3 per centum" and inserting in lieu thereof "1 per centum", and by striking out "the Commonwealth of Puerto Rico,"; and

(2) in subsection (b)(3)(B), by striking out "and the District of Columbia" and inserting in lieu thereof ", the District of Columbia, and the Commonwealth of Puerto Rico".

And the Senate agree to the same.

Carl D. Perkins,
William D. Ford,
Ike Andrews,
Michael T. Blouin,
Paul Simon,
Leo C. Zeferetti,
Ronald M. Mottl,
Austin J. Murphy,
Joseph A. LeFante,
Ted Weiss,
Cec Heftel,
Baltasar Corrada,
Dale E. Kildee,
George Miller,
Albert H. Quie,
John Buchanan,
Larry Pressler,
Bill Goodling,
Shirley N. Pettis,
Carl Pursell,
Managers on the Part of the House.
Harrison A. Williams, Jr.,
Claiborne Pell,
Jennings Randolph,
Ted Kennedy,
Tom Eagleton,
W. D. Hathaway,
Jacob Javits,
Robert T. Stafford,
Dick Schweiker,
S. T. Hayakawa,
Managers on the Part of the Senate.

JOINT EXPLANATORY STATEMENTS OF THE COMMITTEE OF CONFERENCE

The managers on the part of the House and the Senate at the conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 7) to authorize a career education program for elementary and secondary schools, and for other purposes, submit the following joint statement to the House and the Senate in explanation of the effect of the action agreed upon by the managers and recommended in the accompanying conference report:

The Senate amendment struck out all of the House bill after the enacting clause and inserted a substitute text.

The House recedes from its disagreement to the amendment of the Senate with an amendment which is a substitute for the House bill and the Senate amendment. The differences between the House bill, the Senate amendment, and the substitute agreed to in conference are noted below, except for clerical corrections, conforming changes made necessary by agreements reached by the conferees, and minor drafting and clarifying changes.

1. Short title

The House bill provides that the bill may be cited as the "Elementary and Secondary Career Education Act of 1977."

The Senate amendment provides that the bill may be cited as the "Career Education Incentive Act."

The House recedes.

2. Declarations

The Senate amendment includes a statement of declarations which says that a major purpose of career education is to prepare every individual for a suitable career, that career education should be an integral part of the Nation's educational process, that career education promises to relate education to students' life aspirations, and that educational agencies and institutions of all sorts, including elementary and secondary, postsecondary, adult, employment training and retraining and vocational, should make every effort to fulfill that purpose.

The House bill contains no similar declaration.

The House recedes.

3. Statement of purpose

A. The House bill states that the purpose of the Act is to assist States and local educational agencies in making education as preparation for work and as a means of relating work values to other life roles and choices a major goal of elementary and secondary education.

The Senate amendment includes institutions of postsecondary education as eligible to receive assistance under the Act and contains no language regarding the relating of work values to other life roles and choices.

The conference substitute provides that the purpose of the Act is to assist States, local educational agencies, and institutions of postsecondary education in making education as preparation for work and as a means of relating work values to other life roles and choices a major goal of education.

B. The House bill states that one of the purposes of the Act is to eliminate bias and stereotyping on account of race, sex, or handicap.

The Senate amendment adds age and economic status as areas of bias and stereotyping to be eliminated.

The House recedes.

4. *Authorizations*

A. The House bill authorizes funds for 5 fiscal years, without specifying a particular year as the first funded fiscal year.

The Senate amendment also authorizes funds for 5 fiscal years, beginning in fiscal year 1979.

The House recedes.

B. The House bill provides that no funds may be appropriated for the second, third, fourth, or fifth fiscal years, unless appropriations were made for all the preceding fiscal years.

The Senate amendment contains no similar provision.

The Senate recedes.

C. The House bill authorizes a total of $275 million over 5 fiscal years to carry out all the provisions of the Act.

The Senate amendment authorizes a total of $325 million over 5 fiscal years to carry out all the provisions of the Act except for the grants for postsecondary career education which are separately authorized under section 12 of the Senate amendment.

The authorization levels for each of the 5 fiscal years under the bill compare as follows:

	House bill	*Senate amendment*
First fiscal year (FY 1979)	$25 million	$50 million
Second fiscal year (FY 1980)	$100 million	$100 million
Third fiscal year (FY 1981)	$75 million	$100 million
Fourth fiscal year (FY 1982)	$50 million	$50 million
Fifth fiscal year (FY 1983)	$25 million	$25 million

The House recedes.

D. The House bill makes each year's authorization of appropriations contingent upon the appropriations for that year being provided in the previous fiscal year.

The Senate amendment contains no similar provision.

The conference substitute provides that each year's authorization is contingent upon appropriations being provided in the previous year except for the appropriation authorized for fiscal year 1979.

5. *Postsecondary career education demonstration projects*

The House bill prohibits local educational agencies from receiving any funds appropriated for career education demonstration projects under section 406(f) of the Education Amendments of 1974, if appropriations are provided for this bill. In essence this provision restricts these section 406(f) funds to postsecondary career education demonstration projects.

The Senate amendment authorizes $15 million for each of the 5 fiscal years of the Act for the conduct of postsecondary career education demonstration projects of national significance or special value and makes no reference to section 406(f).

The conference substitute authorizes $15 million for each of the 5 fiscal years of the Act for the conduct of postsecondary career education demonstration projects of national significance. The conference substitute also provides that no funds may be authorized to be appropriated under section 406(f) of the Education Amendments of 1974 for postsecondary education projects in any year in which this provision is funded.

6. *Minimum allotment*

The House bill provides that funds be distributed among States on the basis of the population aged 5 through 18 with a $100,000 minimum allotment for each State.

The Senate amendment provides that funds be distributed among States on the basis of the population aged 5 through 18 with a $125,000 minimum allotment.

The House recedes.

7. *Commissioner's funds*

The Senate amendment reserves up to 5 percent of the funds appropriated under the Act for Federal administration and for the Commissioner to make model program grants pursuant to section 10 of the Senate amendment. The Senate amendment also reserves up to 1 percent of the funds for the Commissioner to carry out the career education information program pursuant to section 11 of the Senate amendment. Finally, the Senate amendment reserves up to 1 percent of the funds appropriated for the Commissioner to carry out the evaluation program pursuant to section 12 of the Senate amendment.

The House bill contains no comparable provisions.

The conference substitute provides that up to 5 percent of the funds appropriated under the Act may be reserved for Federal administration and for model programs, that up to 1 percent may be reserved for a career education information program, and that up to one-half of 1 percent may be reserved for evaluation.

It is the intention of the conferees that the results of the evaluation of these programs should be submitted to the Congress in one report instead of in annual reports.

8. *Outlying areas*

The House bill requires the Commissioner to reserve 1 percent of the appropriation for grants to local educational agencies in Guam, the Virgin Islands, American Samoa, and the Trust Territory of the Pacific Islands in furtherance of the purposes of the Act.

The Senate amendment authorizes reservation of an amount not to exceed 1 percent for payments to such areas for their respective needs in career education.

The Senate recedes.

9. *Waiver of requirements for States receiving minimum allotments*

The Senate amendment waives the provisions reserving funds for State level activities, the provisions regarding within-State distribution of funds between the State educational agency and the local educational agencies, and the provisions requiring employment of certain State level staff for States receiving the minimum allotment.

The House bill contains no similar provision.

The conference substitute waives only those provisions regarding employment of State level staff for States receiving the minimum allotment.

10. Application

The House bill requires each State desiring funds to submit an application for the first year of the program.

The Senate amendment requires the submission of an annual application for each year of the program.

The Senate recedes.

11. Administration

The House bill requires the State educational agencies to plan and administer the programs under the Act.

The Senate amendment only requires the submission of the States' applications for funds under this Act to be through the State educational agency.

The Senate recedes.

12. Notification of the Governor and State legislature

The House bill provides that the State legislature and the Governor be notified of the States' application.

The Senate amendment provides that the chief executive of the State be notified of the application.

The Senate recedes.

13. Maintenance of effort and non-Federal share

The House bill requires that a State expend from its own sources an amount equal to or exceeding the amount it expended in the preceding fiscal year.

The Senate amendment contains this requirement and also requires that the State application include assurances that the State will pay its non-Federal share from non-Federal sources.

The House recedes.

14. Content of career education programs

The House bill requires the State educational agency to provide satisfactory assurances that career education programs will be administered in such a manner as to impact on all instructional programs, and not be administered solely as a part of the vocational education program.

The Senate amendment provides that the State educational agency will require local educational agencies to carry out career education programs in such a manner as will affect all instructional programs.

The conference substitute requires both State and local educational agencies to carry out career education in such a manner as to affect all instructional programs and not solely as part of the vocational education program.

15. State-level staff

The House bill requires programs funded under the Act to be coordinated by a person with prior experience in career education, to be designated the State coordinator of career education. The House bill also requires the State educational agency to employ such staff as are necessary to administer the Act, including a person experienced in the problems of discrimination on account of race, sex, or handicap, and a professional trained in guidance and counseling.

The Senate amendment requires the State educational agency to employ such staff as are necessary, including a State coordinator with prior experience in career education, a person experienced in problems of discrimination (adding age and economic status to the areas of discrimination listed in the House bill), and a professional in guidance and counseling, which, unlike the House bill, is required only where feasible.

The Senate recedes.

The conferees wish to make clear that the States may fulfill their requirements for hiring certain people at the State level by employing people part-time for these positions or by using already employed staff part of the time for these duties and paying for part of their salaries from these funds.

16. State plan review

The House bill requires the State educational agency to conduct a continuous review of the State plan and submit amendments as deemed appropriate with regard to its experience under the program.

The Senate amendment requires an annual review of the State plan, and submission of necessary amendments.

The Senate recedes.

17. Set aside for guidance and counseling

The House bill requires that the State assure that not less than 15 percent of the funds not reserved for State level activities be used for programs at the local level in guidance and counseling.

The Senate bill contains no comparable provision.

The Senate recedes.

The conferees wish to make clear that this requirement regarding a minimal expenditure for guidance and counseling activities is a requirement applicable to the State's allocation and is not a requirement which each local school district receiving funds must follow.

18. Identification of local educational agencies

The Senate amendment requires assurances on the State application that the State educational agency will identify all local educational agencies which desire to develop or expand their career education programs and will develop a plan in accordance with the State planning provisions.

The House bill has no comparable provision.

The Senate recedes.

19. Distribution of funds

The Senate amendment requires the State application to contain assurances that the State will comply with provisions regarding State set asides and participation of private schoolchildren.

The House bill has no comparable provision.

The House recedes.

20. Within State distribution

The Senate amendment prohibits States from allocating funds to local educational agencies on the basis of per capita enrollments or through matching of local expenditures on a uniform percentage basis or from denying funds to local educational agencies making reasonable tax efforts because they cannot pay the non-Federal share.

The House bill contains no similar provisions.

The House recedes.

21. State plans

A. The House bill requires States to submit State plans by July 1st of the first funded fiscal year.

The Senate amendment requires States to submit State plans at the time of submission of their first annual application for fiscal year 1980.

The conference substitute requires States to submit State plans by July 1, 1979.

B. The House bill requires the State plan to set forth the objectives the State will seek to achieve during the 5 fiscal years and how it will achieve them.

The Senate amendment includes the same requirement, but adds that the State must place a special emphasis on overcoming bias and stereotyping.

The House recedes.

C. The House bill requires the State plan to include adequate assurance that the application requirements will be met in each funded fiscal year after the first.

The Senate amendment contains no such provision.

The Senate recedes.

D. The Senate amendment requires the State plan to provide proposed criteria for evaluation of the extent to which the State will achieve its yearly objectives.

The House bill does not contain a similar provision.

The House recedes.

22. Use of funds

The House bill authorizes use of Federal funds for a listed set of career education activities.

The Senate amendment authorizes the use of Federal funds to pay the Federal share of the costs of such activities.

The House recedes.

23. State leadership

The House bill provides for State leadership, either directly or through arrangements with private and public agencies and organizations.

The Senate amendment provides for such leadership, either directly or through public agencies and private organizations.

The House recedes.

24. Career education materials

The Senate amendment specifies that career education materials funded under the Act must have special emphasis on overcoming sex bias and stereotyping.

The House bill contains no similar provision.

The House recedes.

25. Collaboration with organizations

The House bill provides for collaboration with State agencies and organizations representing business, labor, industry, the professions, handicapped, minority groups, and women.

The Senate amendment permits collaboration with any public agencies and private organizations representing the same groups, adding older Americans.

The House recedes.

26. Community organizations (local level)

The House bill enables local educational agencies to collaborate with organizations representing the handicapped, women, minority groups, and the business-labor-industry-professional-government community, and permits use of these personnel in schools and for student field trips.

The Senate amendment permits collaborative arrangements with organizations representing handicapped, minority groups, women, and all other elements of the community, and permits the use of these personnel without specifying that personnel may be used as resource people and without mention of field trips.

The conference substitute permits local educational agencies to collaborate with organizations representing handicapped, minority groups, women and all other elements of the community and permits use of personnel from such organizations in schools and for student field trips.

27. Local coordinators

The House bill permits funds to be used for employing local coordinators of career education, but not at the school building level.

The Senate amendment permits using funds for local coordinators, but does not prohibit hiring at the individual school building level.

The Senate recedes.

28. Inservice training

The House bill allows use of funds for inservice education of education personnel, to help them understand career education and to acquire competencies essential for carrying out their roles.

The Senate amendment allows use of such funds to help education personnel acquire competencies in the field of career education and includes ways of overcoming sex stereotyping in career education and ways of assisting women and men in broadening their career horizons.

The House recedes.

29. Local councils and plans

The House bill permits funds to be used for establishing and operating local community career education councils and for activities relating to local plans.

The Senate amendment includes no similar provisions.

The Senate recedes.

30. Local distribution

The House bill requires States to make grants to local educational agencies on the basis of applications submitted by the LEA and approved by the SEA, in accordance with equitable distribution criteria having due regard for the needs of LEA's serving sparsely populated areas or relatively few students.

The Senate amendment adds areas of high incidence of youth and adult unemployment to the list of areas whose needs must be duly regarded.

The House recedes.

31. Nonprofit private schools

The House bill requires States to provide for equitable participation of private schoolchildren. The control of funds and titles to materials, equipment, and property shall lie with the public agency.

The Senate amendment contains similar provisions, except that property is not mentioned.

The House recedes.

32. Payments

The House bill provides that the Commissioner, after finding a State in compliance with the application provisions for the first funded fiscal year and in compliance with the provisions regarding State plans and uses of funds for the second and third fiscal years, shall pay each State the amount to which it is entitled. The House bill requires the Commissioner to determine whether a State is in compliance with the provisions regarding State plans and uses of funds by reviewing State evaluaton reports pursuant to section 10, before a State can be granted its funds for the fourth and fifth funded fiscal years. The House bill permits the Commissioner to reduce a State's grant in proportion to the extent to which it substantially failed to achieve the objectives set forth in the State plan.

The Senate amendment has similar requirements regarding payments, except that it does not specify compliance with the provisions regarding uses of funds as a necessary condition for funding and does not permit the Commissioner to reduce a State's grant in proportion to the extent to which it failed to achieve its objectives.

The Senate recedes.

33. State level programs

The House bill permits States to reserve up to 10 percent of the funds for State leadership activities and up to 5 percent of the funds for employing State level personnel and reviewing and revising the State plan for each fiscal year funded.

The Senate amendment permits States to reserve up to 25 percent of the funds for State leadership, employing State personnel and reviewing and revising the State plan, for fiscal year 1979. For fiscal year 1980 and thereafter, States may reserve up to 15 percent for these purposes.

The conference substitute permits States to reserve up to 10 percent of the funds for State leadership activities and up to 10 percent for employing State level personnel and reviewing and revising the State plan for fiscal year 1979. For fiscal year 1980 and thereafter, States may reserve up to 10 percent for State leadership and up to 5 percent for employing State level personnel and State planning activities.

34. State matching requirements

A. The House bill sets separate matching requirements for employing State level staff. Federal funds can be used for 100 percent of these costs for the first year, 75 percent for the second, and 50 percent for the third through fifth fiscal years.

The Senate amendment includes State level personnel in the regular matching requirements which are listed below.

The Senate recedes.

B. The House bill and the Senate amendment set different percentages for the Federal share of the costs of carrying out the Act. These percentages in the House bill pertain to all activities except the employing of State level staff. The percentages in the Senate amendment pertain to all activities funded under the Act. The Federal share for each fiscal year are as follows:

	House bill	*Senate amendment*
First fiscal year (FY 1979)	100%	100%
Second fiscal year (FY 1980)	100%	75%
Third fiscal year (FY 1981)	75%	75%
Fourth fiscal year (FY 1982)	50%	50%
Fifth fiscal year (FY 1983)	25%	25%

The Senate recedes.

35. Private school bypass

The House bill provides that the Commissioner may waive requirements regarding participation of private schoolchildren and arrange for services for these children when a State is prohibited by law from providing for their participation or has substantially failed to do so.

The Senate amendment contains no such provision.

The Senate recedes.

36. Federal administration

The House bill provides that the Office of Career Education shall provide technical assistance to States needing improvement and, upon request, to States and outlying areas.

The Senate amendment requires the Office of Career Education to provide technical assistance to all State educational agencies and outlying areas.

The conference substitute requires the Office of Career Education to provide technical assistance to all State educational agencies and outlying areas requesting assistance.

37. National leadership

The House bill requires the Office of Career Education to assert a national leadership role in career education by encouraging a national dialogue, providing policy statement, fostering career education as a goal of other USOE programs, and other specific ways.

The Senate amendment charges the Office of Career Education with performing a national leadership role, but does not specify any activities toward this end.

The House recedes.

38. National Institute of Education

The House bill charges the National Institute of Education with continuing its complementary efforts in career education and with devoting special attention to developing instruments to measure the effectiveness of career education. The Office of Education shall cooperate with the National Institute of Education in identifying research priorities and disseminating NIE's findings.

The Senate amendment also states that nothing in the Act should prohibit NIE from continuing its functions in career education, and charges the Assistant Secretary for Education with assuring cooperation between the Office of Education and NIE as they seek to identify research priorities and disseminate NIE's findings. The Senate amendment contains no language requiring NIE to develop measuring instruments.

The House recedes.

39. National Advisory Council

The House bill amends the legislation regarding the National Advisory Council on Career Education to include not less than 12 public members, including persons representing the handicapped, minority groups and women, and not less than two members representing business and labor. The House bill also continues present law which specifies that a majority of the members be in education or education related professions.

The Senate amendment amends the National Advisory Council legislation to include not less than 15 public members, including persons representing the same groups as specified in the House bill. A person representing guidance is added, but the provision that at least a majority of the members be in education or in education related professions is deleted from present law.

The House recedes.

40. Reports

A. The House bill requires each State to submit to the Commissioner a report evaluating the programs assisted with funds provided under this Act for the preceding year. The Commissioner must analyze each report and provide the State with an analysis and recommendations for improving their programs within 3 months after submitted.

The Senate amendment contains no comparable provision.

The conference substitute requires each State to submit this evaluation report to the Commissioner annually unless the Commissioner determines that such annual submission is unnecessary.

B. The House bill requires the National Advisory Council on Career Education to submit a report to the Congress by April 30 of each year evaluating the effectiveness of the programs funded under the Act.

The Senate amendment contains no comparable provision.

The House recedes.

41. National evaluations

The House bill requires the Commissioner to conduct a comprehensive review of a random sample of State programs and report on his or her findings to the Congress no later than September 30th of the fourth funded fiscal year.

The Senate amendment authorizes the Commissioner to conduct a national evaluation of the effectiveness of career education and transmit as part of the annual report the results of this evaluation.

The Senate recedes.

42. Definition of career education

The House bill defines career education as experiences free of bias and stereotyping on account of race, sex, or handicap through which one learns about work and experience relating work to other life values.

The House bill further limits the definition of career education to activities carried out by State and local educational agencies and excludes activities involving specific job skill training.

The Senate amendment defines career education as programs conducted by educational agencies and institutions and education personnel to improve the ability and awareness of students in the area of career opportunities. The Senate bill includes age and economic status as areas to be free of bias and stereotyping.

The conference substitute defines career education as experiences free from bias through which one learns about work and experiences relating work to other life values. The conference substitute also contains a second definition of career education limited to activities carried out under this Act by specifically excluding activities involving job skill training.

43. "Commissioner"

The Senate amendment defines "Commissioner" as the Commissioner of Education.

The House bill does not define "Commissioner."

The House recedes.

44. "State board"

The House bill defines "State board of education" to mean the governing board responsible for the administration of elementary and secondary education.

The Senate amendment contains no definition of "State board."

The House recedes.

45. "Work"

The House bill defines "work" as efforts producing benefits for oneself or others.

The Senate amendment does not define "work."

The House recedes.

46. "State educational agency"

The Senate amendment defines "State educational agency" as defined in section 801(k) of the Elementary and Secondary Education Act of 1965.

The House bill does not define "State educational agency."

The House recedes.

47. Amendment to Education Amendments of 1976

The House bill amends section 332 of the Education Amendments of 1976, which enables States to plan for the development of career education, by making Puerto Rico a State for the purposes of that section, and reduces the sums available for the outlying territories from 3 percent to 1 percent.

The Senate bill contains no similar provision.

The Senate recedes.

48. Model programs

The Senate amendment authorizes the Commissioner to make grants to support projects to demonstrate the most effective methods and techniques in career education and to develop exemplary career education models, including those designed to eliminate bias and stereotyping.

The House bill does not contain any similar provision.

The conference substitute authorizes the Commissioner to make grants for model career education programs and bars appropriations under the authority of section 406(f) of the Education Amendments of 1974 for these types of programs in any year in which this provision is funded.

49. *Career education information*

The Senate amendment requires the Commissioner to examine the occupational needs of participating individuals and organizations and to furnish information to these parties on Federal programs involved in career information and on exemplary programs.

The House bill has no similar provision.

The House recedes.

Carl D. Perkins,
William D. Ford,
Ike Andrews,
Michael T. Blouin,
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Ronald M. Mottl,
Austin J. Murphy,
Joseph A. LeFante,
Ted Weiss,
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Robert T. Stafford,
Dick Schweiker,
S. T. Hayakawa,
Managers on the Part of the Senate.

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Appendix C
Linkages Between Career Education and Related Education Programs and Concepts

I. The General Education Program

A. The Infusion Process. Career education is an ongoing process, a component of all classroom instruction. Whether the subject matter being taught is reading or Algebra II, its utility to the student in his/her future roles as worker, student, parent, citizen, etc., can be discussed. Art courses, for example, not only lend themselves to self-fulfillment and personal enrichment, they may also be the basis for a career — ranging from being the curator of an art museum to working as a commercial artist for an advertising firm. Thus, career education is an instructional approach that is infused into the education program.

B. Improving the Quality of Education. Because of declining test scores, accompanied by rising education costs and taxpayer revolts, a heavy emphasis is being placed on education reform across the nation. Education reform is frequently viewed as placing a greater emphasis on teaching basic skills, such as reading and mathematics. In some states, schools are being asked to develop plans for improving their education program. The majority of states are acting to establish testing programs and preventing students who fail the test from being promoted to the next grade and/or graduating from high school (minimum competency tests).

Career education is increasingly becoming a part of these efforts, as a tool of education reform. In addition to dramatically improving the relevance of the education program, career education helps to prepare individuals for useful and productive lives. From the perspective of parents and taxpayers, it means that children will graduate from high schools with knowledge, skills and attitudes necessary to become self-sufficient and productive in today's changing economy. Unlike many earlier attempts at preparing students for the world of work — many of which reinforced poor self-concepts and limited expectations — career education is designed to widen students' perceptions of the options available to them in terms of careers and associated lifestyles.

C. Curriculum. A number of courses that have been added to the curriculum over the years are often associated with the career education effort. They include: (1) consumer education — teaching students how to use their incomes wisely, to avoid fraudulent practices, etc.; (2) parenting education — courses concerned with child development, family relationships etc.; (3) economic education — to create a better understanding of the functioning of the free enterprise system, and (4) citizenship — instruction to familiarize the student with both the rights and responsibilities of citizens in a democracy.

These kinds of courses, in conjunction with a pervasive emphasis on career education in all curriculum areas, help students develop a well-rounded understanding of adult roles and responsibilities. Career education includes in its scope avocational interests (i.e., leisure time activities, volunteer work, etc.) that contribute further to the development of lifestyles that are satisfying to the individual.

D. Guidance and Counseling. Career education is, of course, integrally related to the ongoing guidance and counseling programs typically in place at the secondary level. In addition to testing programs designed to help students identify their own interests and aptitudes, and to relate them to current job opportunities and potential careers, counselors also help students deal with personal problems.

E. Early Childhood Education – Lifelong Learning. Most early childhood education programs, as opposed to day care/home care services, begin with kindergarten or, in some areas, with Head Start or other prekindergarten programs designed for children from 3 to 5 years old. Career education for this age group is primarily concerned with developing an awareness of the wide variety of careers that exist and with reducing the impact of sex stereotyping. Field trips, specially designed curriculum materials and classroom activities, and visitors from the community can all help to acquaint children with the varied roles in society that adults fulfill.

This "awareness" component continues throughout the elementary/secondary curriculum and beyond, but is increasingly supplemented by efforts to help children identify their own interests and aptitudes (self-awareness), to more actively explore occupational areas of particular interest to them and to gain experience in the occupations they select.

At the postsecondary level, career education continues to provide students with information about careers, lifestyles and avocational interests in the classroom setting as well as assisting them in obtaining experience in the community that is appropriate to their interests and needs. Additionally, at the postsecondary level, teacher preparation programs should include in their scope the concept of career education as an instructional strategy.

The theme of lifelong learning reflects the needs of the many adults who, as a result of changing technology or other causes of job displacement — or because of job dissatisfaction — need additional training and education to change jobs. Many women who enter the labor force are particularly in need of education programs with a career education component and of job training.

II. Special Populations

A. Children in Special Programs (handicapped, disadvantaged, migrant and non-English speaking children). These children, although frequently in the regular classroom situation are also often in "special" programs designed to meet their needs. As a result of new federal legislation (PL 94-142), handicapped children are being mainstreamed into the regular educational program who would, in many cases, have been placed in special education programs or institutions. Migrant, disadvantaged and non-English speaking children normally participate in the regular school program, but also participate in activities and classes specifically designed for them (compensatory program, bilingual-bicultural programs, etc.).

Career education as a component of all classroom instruction, must be sensitive to these special need children. In addition, special programs, specifically designed for these children, should include a career education component. Special education teachers need to work with general classroom teachers to provide a coordinated approach to career education that is appropriate to these children's needs.

B. Indian Children. While many Indian children attend public schools, many others are enrolled in schools administered by the Bureau of Indian Affairs (BIA). Schools serving these children should include career education as a component of the regular educational program, but, again, where Indian children are in the classroom setting in a regular public school, career education should reflect their interests and needs as well as those of other children.

C. Women. Although sex stereotyping is injurious to boys as well as girls, in terms of both developing self concept and assessing future career opportunities, two factors have contributed to placing an emphasis on career education designed to meet the needs of girls and women. One factor is the growing number of mothers entering the labor force, many of whom are heads of households; the other is the disparity between men's and women's earnings. In addition to the inequity these disparities represent, it is obvious that many women are attempting to rear their children with totally inadequate incomes.

Career education for girls and women, in addition to combatting sex stereotyping, should also include career planning since women are frequently less accustomed to developing career plans than are men.

III. Education/Work Programs

A. Employment Programs. Typically at the secondary level, for youth from approximately 16-19, the immediate objective of these programs is to place young people in jobs.[30] Although job training may be an important element of the program, it is not the paramount concern.

While these kinds of programs can provide some of the "hands-on" experience that is a component of career education, they are frequently criticized as "dead-end jobs" that will terminate when their funding is discontinued. Thus, many young people gain experience that does not prepare them for permanent employment or that is particularly relevant to existing career opportunities.

B. Vocational Education. Again primarily a secondary-postsecondary program, vocational education offers students an opportunity to develop specific job-related skills through regular course work (i.e., while receiving academic credit toward a diploma or degree. Vocational education courses can, and often do, have a strong career education component which perhaps accounts for the tendency to confuse the two. However, while vocational education is a set of courses designed to teach specific job skills, career education is an instructional strategy that should be used in all courses, including vocational education courses.

C. Alternative Schools. Although there is a considerable variety in the expanding number of alternative schools, many of them are specifically designed to capture and maintain the interest of young people who have, or are likely to, drop out of school by providing career-relevant education programs. Again, they are typically secondary-postsecondary institutions.

These schools, which often emphasize a highly individualized approach to education, offer a wide variety of innovative efforts to orient educational programs toward the world of work. Normally they are allowed a greater flexibility than are traditional high schools in developing cooperative agreements with other agencies and the private sector, in length of the school day/school year, etc. Still in their experimental stages, some of these schools may develop approaches to career education that can be adopted by more traditional schools and may pave the way for encouraging a greater flexibility in the scheduling, administration and operation of traditional schools.

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[30] It is not uncommon at both the state and federal level to establish youth employment programs that are designed to provide a labor force for conservation and urban renewal projects. Patterned after the youth corps legislation of the 1930s, these laws attempt to do two things at once — provide employment opportunities for young people that are relevant to their interests and needs, and provide labor for needed community and conservation projects.

D. Corrections. Some educational programs, both in departments of corrections and departments of education, are designed to orient juvenile offenders toward the world of work.[21] These programs can be limited to vocational education, but can also have a career education component designed to interest this particular group of young people.

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[21] In some cases, work programs for juvenile offenders provide for specific types of work such as conservation projects (to temporarily remove the youth from the urban setting) and urban renewal projects (to allow youth to participate in constructive activity within the urban setting).

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